

**MILITARY HOUSING AND QUALITY OF  
LIFE INFRASTRUCTURE**

Y 4. SE 1/1 A: 995-96/32

Military Housing and Quality of Lif...

BEFORE THE

**MILITARY INSTALLATIONS AND FACILITIES  
SUBCOMMITTEE**

OF THE

**COMMITTEE ON NATIONAL SECURITY  
HOUSE OF REPRESENTATIVES**

**ONE HUNDRED FOURTH CONGRESS**

**SECOND SESSION**

HEARING HELD

JULY 30, 1996

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## MILITARY HOUSING AND QUALITY OF LIFE INFRASTRUCTURE

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HOUSE OF REPRESENTATIVES,  
COMMITTEE ON NATIONAL SECURITY,  
MILITARY INSTALLATIONS AND FACILITIES SUBCOMMITTEE,  
*Washington, DC, Tuesday, July 30, 1996.*

The subcommittee met, pursuant to notice, at 2:15 p.m., in room 2216, Rayburn House Office Building, Hon. Joel Hefley (chairman of the subcommittee) presiding.

### OPENING STATEMENT OF HON. JOEL HEFLEY, A REPRESENTATIVE FROM COLORADO, CHAIRMAN, MILITARY INSTALLATIONS AND FACILITIES SUBCOMMITTEE

Mr. HEFLEY. The Subcommittee on Military Installations and Facilities will come to order.

I apologize for running a little late, as we are trying to move this cumbersome ship toward the August recess. We have a lot of demands right now, but I really appreciate the panels coming today.

The Subcommittee on Military Installations and Facilities meets today to continue its examination of the current state of military housing for both families and unaccompanied personnel, as well as other facilities crucial to enhancing the quality of life for military personnel and their families.

The subcommittee meets at a significant moment. We hope to file a conference report shortly on H.R. 3230, the National Defense Authorization Act for 1997. This afternoon, the conferees on the Military Construction Appropriations Act for the coming fiscal year will meet to consider their portion of the bill. It is my expectation that the legislation which the Congress will produce will significantly enhance the President's request for troop housing, military family housing, child development centers, and other quality of life infrastructure.

On a bipartisan basis, this subcommittee, along with our counterparts on the Appropriations Committee, have worked hard to find the extra dollars to provide soldiers, sailors, airmen and their families with better living conditions. Yet, we recognize there is a lot more to be done.

This afternoon we will hear from the senior enlisted officers of the military services. It is a pleasure to welcome back to the subcommittee Master Chief Petty Officer John Hagan and Chief Master Sergeant David Campanale. I also want to express my appreciation for the participation today of Gene McKinney, sergeant major of the Army, and Lewis Lee, sergeant major of the Marine Corps, in their first appearance before the subcommittee. I value the can-

did advice and counsel that the senior enlisted have always provided to this subcommittee.

We will also hear from a panel of military spouses, all of whom have been active in their local military communities. The perspective of the military spouse is unique, and it is a view on the problems confronting contemporary American military families that we have not had an opportunity to put on the record until today. I look forward to hearing their views in what I know will be an interesting discussion.

I especially want to express my appreciation to Mrs. Gail Brosk, who conducted the housing survey in Heidelberg, Germany on behalf of the National Military Family Association. The findings of that survey played an important role in the development of the European theater quality of life initiative which has been one of the pillars of the efforts of the House this year to improve living conditions for military personnel and their families.

Again, I want to welcome each of you to the subcommittee this afternoon.

Let me say that Mr. Ortiz is not with us today. He is in Texas, I understand, attending a funeral and will not be able to be with us.

Mr. Browder is with us. Would you have any comments you would like to make, Glen?

Mr. BROWDER. I have no comments, Mr. Chairman.

Mr. HEFLEY. Okay.

To begin our proceedings this afternoon, I would like to welcome to the table the senior enlisted officers of the military services. We are pleased today to have the opportunity to hear, as I said, from Gene McKinney, sergeant major of the Army; John Hagan, master chief petty officer of the Navy; Lewis Lee, sergeant major of the Marine Corps; and David Campanale, the chief master sergeant of the Air Force.

Sergeant Major McKinney, if you would please begin, and we'll work our way down the table. Without objection, each of your prepared statements will be entered in the record.

#### **STATEMENT OF SGT. MAJ. GENE C. MCKINNEY, U.S. ARMY**

Sergeant Major MCKINNEY. Thank you, Mr. Chairman, and members of the subcommittee. Thank you for this wonderful opportunity to speak to you today on behalf of the soldiers and family members of America's Army. I have submitted a written statement for the record and for your review.

Mr. Chairman, we continue to ask a lot from our soldiers and family members, and much like the Energizer Bunny, they keep going and going and going. Our soldiers want a decent place to live that is equal to that of the people that they have sworn to defend. They know the meaning of sacrifices because they live that every day. Readiness is our focus; and soldiers understand that this requires competence, courage, candor, commitment and compassion. Soldiers show their competence in how well they do their job, through their successful accomplishments throughout the world.

They are committed to espouse this Nation's and Army values when they undertake these deployments and assignments throughout the world. Soldiers show their courage by leaving home to en-



sure that others may have a reasonable opportunity to experience and have some form of happiness.

The Army leadership has created an environment that facilitates candor with soldiers and families, and trust me, they exercise that at each opportunity they have.

We all can be thankful with the fact that soldiers are as compassionate as they need to be, because they have the experience to be true Americans and military ambassadors of this great country.

I also want to thank you, sir, for the opportunity and the plus up that this committee provided, with over \$146 million in Army family housing, which added additional funds to help us with over 3,000 family housing repairs. It also allowed us to begin the construction of 160 new units and upgrades of over 1,100 units.

As you well know, sir, every favorable effort that you provide to our soldiers to help our soldiers and families certainly helps the readiness of our Army, so I look forward to your questions. Thank you very much.

[The prepared statement of Sergeant Major McKinney follows:]

RECORD VERSION

STATEMENT BY

GENE C. MCKINNEY

SERGEANT MAJOR OF THE ARMY

BEFORE THE

MILITARY INSTALLATIONS AND FACILITIES

SUBCOMMITTEE

OF THE

HOUSE NATIONAL SECURITY COMMITTEE

HOUSE OF REPRESENTATIVES

SECOND SESSION, 104TH CONGRESS

ON HOUSING AND RETENTION

30 JULY 1996

NOT FOR PUBLICATION  
UNTIL RELEASED BY THE  
HOUSE NATIONAL SECURITY COMMITTEE

STATEMENT BY  
GENE C. MCKINNEY  
SERGEANT MAJOR OF THE ARMY  
ON HOUSING AND RETENTION

Good morning, Mr. Chairman and distinguished members of this subcommittee.

I appreciate this opportunity to appear before you on behalf of America's enlisted soldiers and their families. I hope that what we say to you today will help you improve the quality of life for our soldiers and their families and thereby help us to retain the quality soldiers we now have serving our nation.

I have spent the last year visiting these great young Americans and their family members at U.S. installations and at four overseas locations (Korea, Haiti, Southwest Asia and Germany). I recently returned from a five-day stay with our soldiers deployed to Bosnia. I am happy to report that despite the fact that we have asked our soldiers to leave home and family, they continue to serve with dedication and pride, even through the hardships and instability that come with those orders to deploy.

America has committed its forces in response to crises nearly 40 times since the fall of the Berlin Wall. The majority of the personnel committed to such diverse operations as counterdrug, nation assistance and humanitarian and disaster relief are SOLDIERS.

Today's threats are more diverse, more unpredictable, and more numerous than at any time in our nation's history. The Army's senior leadership recognizes that inherent unpredictability of today's global environment and is adapting to the requirements a changing world mandates.

Even though we can't predict the global environment, what we can predict is how our soldiers and their families are living at their home station. The Chief of Staff, General Dennis J. Reimer, and I are committed to providing the soldiers predictability in terms of quality of life issues and their future in the Army.

We have drawn down our force structure to 495,000 people. We have been asked to meet the challenges of being more efficient, maintaining readiness and gaining stability in the force. We have been doing all that quite well, but sometimes we forget that it still takes people to make that happen. The Army is people, and people are our most important resource. Our soldiers are our most important weapon.

It takes dedicated and committed people to successfully meet those three challenges. In order for us to attract and retain these quality soldiers, civilians and family members, we must keep quality of life at the forefront because quality of life is vital to their commitment and to Army readiness.

A 300 percent increase in mission requirements since 1989 places greater demands on our soldiers and their families. Soldiers in tactical units spend an average of 138 days a year away from home station and family. The last thing deployed soldiers need to worry about is their families' well-being. In the case of single soldiers, they should be able to return to a living environment comparable to those in the civilian world.

I define quality of life for soldiers as "peace of mind." When soldiers know their families are being adequately cared for, they concentrate on their job, accomplish their mission and return home safely. That's precisely why your subcommittee's efforts are so critically important, not only to our soldiers, but to our Nation's defense. No matter how you cut it, quality of home and family life is directly linked to readiness.

Quality of life, more than any other single factor, influences a soldier's decision to reenlist or leave the Army. Therefore, focusing on quality of life issues important to the men and women who serve the nation is essential to gaining stability in the ranks. Family member quality of life is also important, especially when you consider that 65 percent of the Army's soldiers are married.

One important leader responsibility is to care for soldiers and families. Caring for soldiers and their families includes, but is not limited to, providing sufficient levels of housing allowances, adequate family housing and improving single soldiers' living conditions.

These continue to be the top three quality of life issues which soldiers discuss most with me as I visit installations throughout the Army. I'd like to briefly discuss each of these in turn.

Our soldiers and their families deserve decent living conditions. Most soldiers reside in off-post communities near our installations; indeed, off-post housing is the primary source of housing for our soldiers and families. Housing allowances are not keeping up with the costs of living off-post in many areas.

Nearly 61 percent of Army family quarters are more than 35 years old, in poor condition and in need of revitalization. Our goal is to renovate family quarters on a 35-year cycle, while reducing recurring maintenance, energy consumption and inconvenience to occupants. We must meet these goals in order to gain stability in soldier and family quality of life and to avoid increased long-term costs for replacing soldier and family housing.

Many of our single soldiers are living in barracks 30 to 40 years old. These barracks were designed to the austere standards of a conscript Army and now need to be modernized. The Whole Barracks Renewal Program (WBRP) represents a significant long term investment on the part of the Army to improve the living conditions of the single soldier.

The Whole Barracks Renewal Program requires a commitment until approximately 2008 (CONUS only) and an investment of at least \$5 billion to bring barracks to the 1 + 1 standard. This standard allows each soldier to have a net living area of 118 square feet.

Upon completion of the most critical barracks requirements, the Army will program construction and maintenance dollars as necessary to continue to improve soldier living conditions. The bottom line; the Army wants to provide single soldiers with excellent facilities comparable to those of married soldiers. There will be no administrative offices, command and control, or dining facilities in the barracks. And, soldiers will have closets in lieu of wardrobes (in addition to the 118 square feet). Each room will have separate temperature controls, be wired for cable TV and telephone and have additional bulk storage for each soldier. Laundry facilities will increase to 1 per 15 soldiers.

The Bridging the GAP (BTG) Program provides funding to maintain older existing barracks in acceptable condition until they are repaired under WBRP. BTG is funded at \$100M from FY97 thru FY98. The Army hopes to extend funding through the Future Year Defense Plan (FYDP). BTG funding in FY96 is \$200M after a \$100M "plus up" from Congress.

In addition to funding WBRP in CONUS the Army is funding desperately needed improvements to barracks in Korea by providing \$30M in funds each year to substantially improve the living conditions for unaccompanied personnel. Germany is funding barracks revitalization with host nation support. The Army's plan is to fund barracks revitalization with MILCON funds in future years.

We must be able to continue to deliver what was promised to our soldiers and their families when they made the decision to serve their country. Housing conditions for all our soldiers must be improved dramatically. We must have predictable standards so that our soldiers can have a reasonable expectation of their living conditions.

Soldiers and their families are also concerned about retirement benefits, military pay, health care, family support, commissaries, recreation programs and the prospects of a full and rewarding career.

The Army remains committed to our retirement system. A solid retirement benefits package has long been a foundation of the All-Volunteer Force and is used to partially compensate for the extraordinary demands we place on our people over the course of a career. It is our obligation to honor the retirement pledge we make when each member of the team signs on.

The best facilities in the world will not keep our soldiers in the Army. How and where our soldiers live is only part of what it takes to recruit and retain quality people. Military pay raises must keep us competitive with pay in the private sector.



As you continue to hear testimony and deliberate on the various issues that affect our soldiers and their families' quality of life and their decisions to join or remain in our trained and ready Army, I ask that you remember that our soldiers understand sacrifices and hardships because they live it every day. The unprecedented operational pace concerns us. Yet I see professionalism every time I visit with our soldiers, and I hear their commitment every time I speak with them.

These are very impressive young men and women who are serving their nation. Adequate quality of life programs, which includes housing, are key to recruiting and keeping these quality soldiers--the bedrock of America's Army.

Mr. Chairman, this concludes my statement. I will be happy to take your questions.

Mr. HEFLEY. Thank you.  
John Hagan, you're next.

**STATEMENT OF MASTER CHIEF PETTY OFFICER JOHN HAGAN,  
U.S. NAVY**

Chief Petty Officer HAGAN. Mr. Chairman, distinguished members of the committee, I am grateful for the opportunity to speak today on behalf of the sailors and families of our great Navy.

I have submitted lengthy written testimony with supporting enclosures, which speak to my own sense of priorities. I have arrived at these priorities from a combination of my experiences as a sailor and from my present, very extensive Navywide and worldwide travel and interface with sailors.

First, I must express publicly and formally what I have written at least once on nearly every page of my testimony, and that is, Thank you. Thank you, members of this subcommittee, and the House National Security Committee, and the Congress as a whole; thank you for truly caring and for enacting many, many improvements in benefits, entitlements, and the infrastructure which supports the quality of life for sailors around the world and their families who serve alongside of them.

I am, personally, grateful that as I travel and speak to sailors today, I can point to promises made and kept over the past decade. I am particularly grateful for those kept promises which have allowed us to draw down in a fair, generous, and ethical manner, without any involuntary separation from the enlisted career force, and which have, in fact, seen benefits and entitlements increase and longstanding inequities resolved during a period when some predicted, and many expected, we would see all such improvements cease. Many of the anxieties anticipated 4 years ago never materialized.

The credit for that goes to the Congress, to our service leadership. We are well led, from Secretary Perry throughout the entire chain of command. I am certain I speak for our counterparts when I say we are grateful for Dr. Perry's caring leadership and commitment to every facet of his responsibilities as Secretary of Defense.

The results of the wise, high standard leadership, is a Navy that is presently operating very effectively all over the world, with a tremendous variety of difficult and complex takings.

One of my enclosures gives the big picture. Fifty-six percent of the Navy is underway today, including 8 of 12 carriers. Over half of that 56 percent is deployed for 6 months outside CONUS.

Through our downsizing and force restructuring, I am proud that our Navy has met every commitment. It has not, however, been easy, nor has it been without significant monetary and human cost. While the actual budget costs of meeting and maintaining commitments is significant and quantifiable, there are other intangible human costs associated with the current Navy OPTEMPO and PERSTEMPO.

In my testimony I went some length into the fact that we are operating inside our parameters, but barely inside the parameters, at minimums rather than optimums. I greatly value this opportunity to state formally and publicly what I know you know. Your Navy is the expeditionary, always forward deployed, and always ready

force. As the sea service, we know that we must be constantly deployed—first in, last out, longest on station, and always involved. Sailors are proud of their unique role and do not complain about the arduous nature of deployment but, rather, take great pride in routinely doing the difficult and making it look easy.

Shipboard life is at the heart of my testimony. Even though facilities and installations involves barracks and family housing and pierside structures, shipboard life is at the heart of our need. No one, not even senior officers, are exempt from the sacrifices of shipboard life. The elements that make shipboard living arduous are immutably fixed and are not subject to much mitigation. We understand that. They have been optimized, an optimization which is well short of anything which could be considered acceptable.

I would display just briefly for you a picture taken on the *George Washington* of crews berthing. The photograph, which I will ask my staff to make available for up-close viewing, graphically illustrates shipboard berthing. I draw your attention to the fact that this is the newest and largest warship the Navy owns, and that this is the space where 12 sailors live. It fools even me when I look at it because of the depth perception here.

Again, I have no complaints. That's the way it's got to be. It just drives our berthing ashore and our need to rectify some longstanding inequities in the pay and allowance system.

Sailors don't complain. They live considerably, in harmony, and make it work. Frankly, they are quite proud of the sacrifices they make. This is what makes pierside single sailor facilities, barracks and family housing, and the rectification of some longstanding pay and allowance issues so very important. They are directly related to basic fairness, quality of life, and, of course, recruiting and retention.

My own sense of priorities for today's planning is laid out in my written testimony, centered around shipboard sailors' needs. When I include pay and allowance structures, they may seem to be beyond the focus of today's testimony, but housing allowances and facility needs are clearly intertwined and related in a symbiotic way.

In closing, I would like once again to thank you for all the support this committee and the Congress has given to resolving the serious flaws in our pay and allowance system, which are directly related to facility MILCON needs, and to the many, many dramatic facility improvements which have begun under your cognizance. I thank you for all you do for our great Navy.

It would be my pleasure to host and accompany you on a visit to any ship or station, to meet sailors, and to see these improvements first hand and see what the real needs are.

I look forward to your questions.

[The prepared statement of Chief Petty Officer Hagan follows:]

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STATEMENT OF  
ELECTRONICS TECHNICIAN MASTER CHIEF PETTY OFFICER  
(SURFACE WARFARE) JOHN HAGAN, U.S. NAVY  
MASTER CHIEF PETTY OFFICER OF THE NAVY  
BEFORE THE  
SUBCOMMITTEE ON INSTALLATIONS AND FACILITIES  
OF THE HOUSE NATIONAL SECURITY COMMITTEE  
ON  
RECRUITING, RETENTION, READINESS AND QUALITY OF LIFE  
JULY 30, 1996

NOT FOR PUBLICATION UNTIL  
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## Impacts on Recruiting, Retention, Readiness and Quality of Life

## House National Security Committee

## Subcommittee on Installations and Facilities

Mister Chairman Hefley, thank you for the opportunity to speak today on behalf of the Sailors and their families of our great Navy. With drawdown nearing completion, I'm pleased to say that because of the wise planning of the Congress and great execution by our leadership, many of the anticipated anxieties of force reduction never materialized. Sailors are truly grateful for the generous, fair and ethical downsizing programs which prevented any involuntary separation of enlisted career Sailors. Your assistance made a tough tasking manageable and have resulted in a strong force which continues to have complete faith in their leadership.

Throughout downsizing and force restructuring, I'm proud that our Navy has met each and every commitment in support of our national interest and those of our allies around the world. It has not, however, been easy, nor has it been without significant monetary and human cost. While the actual budget costs of meeting and maintaining commitments is significant, there are other intangible human costs associated with the long working hours, extensive family separation and sacrifices the OPTEMPO/PERSTEMPO our Navy is currently experiencing.

I greatly value this opportunity to state formally and publicly what I'm reasonably certain each of you on this committee already know: Your Navy IS THE EXPEDITIONARY ALWAYS FORWARD DEPLOYED AND ALWAYS READY FORCE. As THE sea service, we know we must be constantly deployed so that when we are needed we are already on station - first in, last out, longest on station, always involved. Sailors are proud of their unique role and do not complain about the arduous nature of deployment, but rather take great pride in routinely doing the difficult and making it look easy.

But common sense and good leadership demand that we continually examine all the costs associated with running a smaller force harder, and stretching it thinner. While we are, in fact, meeting our minimum OPTEMPO parameters most of the time, there is reason for concern. Major deployments have not been extended beyond six months and the turn around ratio has been kept outside the 2:1 minimum guideline, (two months in homeport for every month deployed outside CONUS prior to another major deployment). But despite some tremendously creative and energetic measures the interdeployment cycle (the 12 plus months between major deployments) is still as busy, demanding, and difficult as ever. It must be emphasized that we are meeting minimum criteria - not operating at optimum parameters. For example, a turn around ratio above 3 to 1 is considered much more acceptable (optimum). Neither ships nor Sailors should be run near the outer limits any longer than necessary without significant attention to the wear and tear and a detailed examination of the consequences. When ships are in the

interdeployment cycle, extensive upkeep, system testing, watch station qualification, international exercise obligations, and dozens of major and minor underway commitments fill the calendar quickly.

Even in homeport during upkeep, single Sailors live in cramped circumstances with duty requirements which seldom exceed five section duty (but more often is four sections) and are required to stay aboard in watch rotation every 4th or 5th day for the full 24 hour day plus the next day's work routine. When unplanned circumstances cause the loss of trained individuals, the duty section requirement can quickly degrade to three sections. The impact our present OPTEMPO has on personal and family life is graphically illustrated in Appendixes A, B and C with amplifying data.

Shipboard life is arduous and much sacrifice by Sailors is associated with maintaining a mission ready fleet. No one, not even senior officers, is exempt from these sacrifices. Most of the elements that make living on a ship arduous are immutable fixed and are not subject to much mitigation: the total lack of privacy, square feet of living space, personal storage and recreation options are all either fixed by circumstances or very close to optimization. An optimization which is well short of anything which could be considered acceptable in any long term life circumstances. I have included photographs taken in crews berthing on USS GEORGE WASHINGTON (CVN-73), which graphically illustrate shipboard berthing (appendix E). When you view the photo I have enclosed, please bear in mind that it depicts the living/berthing space for 12 Sailors on our newest, most modern warship. But because it is essential to our mission, and because it is understood these circumstances cannot easily be changed, Sailors do not complain about shipboard living while at sea. No, to the contrary, they live, considerably, in harmony and make it work, and frankly they are quietly proud of the sacrifices they make. The privacy and other adequacy issues of at sea shipboard life cannot be changed. Likewise, the family separation is a fact of sea duty life. That is what makes the barracks and family housing and pierside single Sailor facilities so important. FACILITIES ARE DIRECTLY RELATED TO BASIC FAIRNESS AND QUALITY OF LIFE EQUITY FOR SAILORS.

Even when successful at keeping deployments inside the six month OPTEMPO deployment goal and maintaining the turnaround ratio within acceptable limits, six month family separations are the norm. Several major deployments in a sea tour are common. This combined with the demands of the interdeployment cycle and duty days in homeport equals an extremely significant portion of a marriage or of a child's life (graphically illustrated in appendix C). Sailors and their families are doing the arithmetic more carefully and accurately than ever before as they weigh their personal retention choices. It is more important than ever that we achieve clear progress in resolving the long standing inequities in core Quality of Life between single and married Sailors and between sea and shore duty entitlements. If we fail to do so we will see a further erosion of the retention of high tech, single Sailors with invaluable skills and experience and we will run the risk of not being able to meet our retention goals, putting even more stress on recruiters and our training infrastructure. FACILITIES ARE DIRECTLY RELATED TO RETENTION.



Our anachronistic dual-tiered pay system is an unintended incentive to get married and get a pay raise, and by that step put more pressure on the family support infrastructure. Resolution of long standing compensation inequities, sensible allowances and adequate Bachelor Quarters are the remedy for this situation.

Shipboard Sea Duty is at the heart of our mission. Sea intensive ratings all across the spectrum of skills and competencies are required to serve from 50 to 75 percent of their entire career aboard ships and retention of these career fields is made immensely more difficult by the compensation and Quality of Life disparities between sea and shore duty and the historic inequities between married and single Sailors.

Now that I have reviewed a few generalities which make Navy life unique (and which have clear connections to our facilities needs), I will address several specific concerns.

Sailors consistently prioritize pay and compensation as their number one Quality of Life issue. Since we are not here to discuss pay (except in the very real way BAQ/VHA relates to the MILCON of Family Housing and Bachelor Quarters), I will focus my testimony on single Sailor MILCON needs and family housing.

#### PIERSIDE FACILITIES FOR SINGLE SHIPBOARD SAILORS:

While barracks and family housing are vitally important and are on everyone's short list of priorities for scarce QOL MILCON funds, there is one other very important, but long overlooked need which deserves the same high priority; the long standing shipboard single Sailor inequities with regard to storage of personal goods, long-term parking/storage of vehicles during deployment, free pierside laundry facilities for civilian clothes, and convenient off-duty recreation, leisure and voluntary education facilities. The needs of the young, junior single Sailor required to live full time in ships berthing (there are statutory restrictions against paying BAQ/VHA to Sailors on surface ships) have long been overlooked in favor of "other" needs. The "other" needs, barracks for Sailors ashore, family housing, and other programs directed at supporting married Sailors are clearly deserving, but it is apparent beyond any debate that we have not done enough for the junior shipboard single Sailor. Presently, Navy has for the first time targeted and fenced some funds to begin to alleviate these inequities and therefore improve retention by making sea duty more desirable.

Navy is currently making tentative plans to open pierside single Sailor laundry, recreation, and parking facilities in every fleet concentration area so that shipboard Sailors, when in their own homeport, will enjoy a supporting infrastructure which is consistent with that which is available for those serving ashore in those areas. For example, single Sailors living in barracks everywhere have conveniently located, free laundry facilities, while shipboard Sailors receive laundry service generally limited to working uniforms. Similarly, the Sailor ashore has ample area to store hobby materials, books, etc. to support a healthy off-duty lifestyle, but recreation opportunities for shipboard Sailors in their own homeport are often limited. Currently some

initiatives are underway to rectify these inequities. The Assistant Secretary of the Navy for M&RA, Dr. Bernie Roskter, recently sponsored the development of a Quality of Life Master Plan for the Naval service. I chaired a subcommittee to develop the single Sailor component of that plan and some very limited funding has been identified to pursue the goals set forth in the master plan.

Like so many issues, this need for pierside facilities solely dedicated to single shipboard Sailors is unique to the Navy.

I am pleased to relay to you the tremendous gratitude and enthusiastic positive feedback from Sailors on the recently enacted legislation entitling single First Class Petty Officer to receive BAQ/VHA and other housing related allowances on shipboard sea duty. This long overdue change took effect earlier this month.

#### BARRACKS:

In the area of Bachelor Quarters, improvement continues, centered around a single Sailor housing version of Neighborhoods of Excellence (NOE). This year, Secretary of Defense Perry approved the 1 plus 1 design for new Bachelor Quarters (BQ's) construction allowing our mid-grade Sailors private sleeping area and a shared kitchenette and head. Navy's commitment to improve BQ's is driven by the pressure to house Sailors adequately and the growing realization that junior, single Sailors who sacrifice so much during their sea tours deserve better. Speaking strictly on the pragmatic level, dramatic improvements in barracks Quality of Life are essential to attract and retain the number and quality of recruits we need. The average Bachelor Quarters is 38 years old and we have a long way to go to attain this new standard or anything reasonably approaching it.

MILCON funding for Bachelor Quarters has improved some during the past few years. On behalf of single Sailors I thank you for your efforts. Continued support will be required in order to meet our goal of having the 1 plus 1 construction standard apply Navy-wide by the year 2013. Additionally, the vision of berthing junior shipboard Sailors ashore in barracks while their ship is in homeport gives us new goals and challenges. Berthing ashore in homeport has been the norm for Submarine Sailors, (statutorily required by law over ten years ago when Submarines were declared inadequate for homeport berthing). It is noteworthy that the square feet of living space and personal storage per Sailor on an aircraft carrier do not differ greatly from those on a Trident submarine. Clearly they do not approach any reasonable definition of "adequacy."

Bachelor Quarters managers are now working closely with private industry looking for new ways to improve living conditions for Sailors, while, at the same time, cutting costs. Our first garden style apartments are under construction in Newport, Rhode Island, using commercial apartment vice institutional type construction. This type of construction is saving scarce MILCON dollars, while at the same time providing improved amenities for Sailors. Working



with private industry we have developed performance standards and measurements to determine our total Bachelor Quarters costs ensuring they are competitive with outside industry and most importantly, ensuring best use of scarce MILCON dollars.

Last year's approved funding request for Bachelor Quarters is providing for replacement of inadequate facilities for 1,020 Sailors from Naval District Washington to Naval Support Activity Souda Bay, Greece.

GSA has helped us streamline furniture procurement by developing a new commercially designed, whole room concept. It will allow our managers to upgrade their Bachelor Quarters rooms with a single purchase order, as is practiced in the hotel industry.

In order to efficiently use our scarce resources, we need congressional assistance in changing the Title 18 statute that requires all the Services to obtain a waiver for each and every furniture order not placed with the Federal Prison Industry/UNICOR. Waivers are getting harder to obtain as FPI expands their furniture manufacturing capabilities, thus preventing us from using commercial furniture manufacturers available through GSA. Speaking frankly, the FPI/UNICOR product is inferior, costs more and takes longer to procure. UNICOR has in my opinion, exploited their special status instead of making changes which would make them more efficient and competitive. The Navy and other Services need your support to change the law and have FPI compete with GSA furniture manufacturers. Without this change, we will not be serving Sailors or taxpayers in the most effective and efficient way.

#### NAVY FAMILY HOUSING

Until recently, the Navy and the Department of Defense viewed housing as a necessary, but annoying fact of life. On the one hand - we needed to provide it for many of our members and their families, on the other - funding was always tricky with the need to support the development of new, more effective weapon systems to keep pace with global threats. Family housing and bachelor quarters almost always suffered as a result of these tradeoffs. In the last decade as the realities of our all volunteer force dawned on us we realized that a force once comprised principally of single Sailors had increasingly become family oriented (refer to Appendix D with amplifying data). Married Sailors now outnumber single Sailors, thereby focusing more attention on the inequities of the anachronistic, dual-tiered pay system which compensates married Sailors more than single Sailors but demands the same (in some cases greater) sacrifices. Our current civilian leadership, Secretary of Defense, the Honorable Dr. William Perry, and the Secretary of the Navy, the Honorable John Dalton, have made housing a genuine priority. Secretary Perry's sponsorship of the Marsh panel which examined the full spectrum of Quality of Life issues, and designation of over \$2.5 billion across the Five Year Funding Cycle to Quality of Life projects has been immensely helpful. A few examples of the SECDEF's QOL funding wedge include, we have begun closing the BAQ/VHA gap, have funded a modest start for CONUS COLA, and begun to put quality fitness equipment on ships (purchased with appropriated funds vice MWR/NAF money).

Navy developed the Neighborhoods of Excellence (NOE) goals and program in 1992. To date this program has made very significant improvements in the quality of existing housing and providing for the construction of new family housing units. The NOE program has benefitted greatly from the support of this committee. I sincerely thank you for that support. Today, I respectfully request your increased understanding and support for Navy's efforts in family and single Sailor housing. Even with current improvements and improvements scheduled for the near future Navy will still fall short of meeting its goal of providing reasonable access to safe adequate, modern, and attractive military family housing for Sailors, especially in fleet concentration areas where the civilian housing market is expensive.

For example, the Naval Training Center (NTC) San Diego Family Housing project constructing 500 units in a sector of land recovered from the BRAC '93 legislation is absolutely essential to achieving the adequate family housing situation in San Diego over the next decade.

Today, we are able to house approximately 30 percent of the total population of the Navy in traditional family housing or viable alternatives. This figure represents a significantly smaller portion of our married members than other branches of our Armed Forces. This fact is all the more noteworthy when one considers the high cost coastal areas where Navy is concentrated and the greater frequency of PCS movement which accompanies sea/shore rotation. Many of these Sailors are housed in aging, outdated houses which need to be replaced. You have only to visit NAS Lemoore for an example. The family housing complex there is completely "used up" and currently costs more in annual upkeep than its amortized replacement cost.

The true priorities must be funded in order to ensure readiness. Navy needs the support that only this committee can provide. MILCON funding for vital projects must continue.

Housing is the Navy's premier Quality of Life program. Admiral Mike Boorda, former Chief of Naval Operations, underscored the importance of housing to Navy Shore Installation commanders by emphatically stating that "I want you to give housing every bit of the attention and priority that you would give your commands at sea." When Sailors and their families have housing that meet their needs and they are proud to call it home, retention increases, recruiting pressures abate and the force is more mission ready as a direct consequence.

I do not want to paint an entirely negative or pessimistic picture. While we have a long way to go to meet our objectives, aggressive and creative new uses of self help and contracting efficiencies have allowed us to make great strides. I strongly believe that a combination of the traditional Family Housing acquisition/management methods (on base Neighborhoods of Excellence), and conservative and carefully implemented privatization and community partnership initiatives (such as the limited partnership Navy entered this month with a developer in south Texas) hold the best hope for meeting Navy's housing needs in the quickest, most cost effective way.

In the family housing program, there is a shortage of more than 14,000 homes and a backlog of maintenance and improvements in excess of \$2.5 billion. With your help, we have made some progress over the past two years toward transforming family housing Navy-wide to a Neighborhood of Excellence (NOE) mentioned earlier.

We are aggressively exploring utilization of the additional authorities contained in the Military Housing Revitalization Act of 1996. This should enable us to leverage our resources to provide additional homes and reduce our backlog.

I have saved the most important specific Housing issue to conclude my written testimony. Specific BAQ/VHA improvements are absolutely essential to resolve the most serious inequities remaining in our dual tiered Pay System and to take certain very keen stressors off of MILCON GOALS.

#### SINGLE BAQ/VHA AUTHORITY FOR SHIPBOARD SAILORS IN PAYGRADE E5:

Petty Officers' Second Class are mature careerists and merit this change to ensure their lifestyle is not so dramatically whiplashed when they rotate from Shore to Sea as they are now. Sea intensive ratings (about 40% of the Navy) are required to serve up to 60 months at sea before rotating ashore for 24 months. This issue is too compelling to postpone any longer. It is, in fact, THE MOST COMPELLING INEQUITY in our current pay structure. Single Sailors who reach career status simply must be treated fairly and this change is absolutely necessary to meet the goal of basic equity and fairness. In the pending legislation, it has been reduced to the most affordable and executable basic commitment and the language of the change to law effects only the sea services. Second Class Petty Officers on shipboard sea duty (surface ships and submarines) will either live in BQ rooms or will receive BAQ/VHA (or BAQ/OHA) for the duration of their shipboard tour. This effectively resolves the last major inequity in an anachronistic pay structure as it applies to the career forces. I thank you in advance for your support.

#### VHA LOCAL AREA FLOOR (OR MINIMUM VHA PAYMENT):

We need to be able to establish a threshold of adequacy independent of military housing (VHA) survey results, in specific locales which will ensure adequacy within acceptable limits for our most junior Sailors. Military housing surveys reflect a combination of the members ability to afford local housing and decision on lifestyle, life priorities, and geographic area rather than the actual cost of adequate housing based on current local rental market analysis. This is especially true at the entry level in paygrades EI-E5. A local area floor would ensure the affected families live in safe, entry level housing within reasonable commuting distance of the base.

### DUAL MILITARY MARRIAGE BAQ/VHA INEQUITIES:

This change is needed because the law which guides the payment of BAQ/VHA was written before dual military married couples were ever envisioned, let alone marriage in which both members were assigned to ships or deploying units. A simple change to the law will ensure this small but steadily increasing number of Sailors (Soldiers, Airmen and Marines are affected too) are treated fairly regarding their housing allowances. Specifically, it will ensure that dual military couples without children will never be paid less than one full BAQ no matter where they are stationed.

### CONTINUOUS ENTITLEMENT TO BAQ ICO SINGLE MEMBERS:

This inequity, like that of the dual military marriages, is caused by unintended flaws in the wording of the guiding legislation. The result is that single senior career Sailors housing allowances are subjected to interruption under circumstances which do not affect their married counterparts, and under circumstances in which expenses associated with housing are not interrupted. A simple revision is necessary to eliminate this inequity and ensure that eligibility for housing allowances is continuous.

These issues may seem to some to be beyond the focus of today's testimony, but housing allowances and facility needs are clearly intertwined and related in a symbiotic way.

In closing, I would like to thank you for all the support this committee and the Congress have given to resolving the serious flaws in our pay and allowance system which are directly related to our facility MILCON needs and the many, many dramatic facility improvements which have begun under your cognizance. I thank you for all you do for our great Navy and it would be my great pleasure to accompany any of you on a visit to any ship or station to meet Sailors and see these improvements first hand and what the real needs are.

# ALL THE SHIPS AT SEA

Total Ships:	364
Underway:	202 (56%)
	8 Carriers (of 12 total)
	9 LHA's/LHD's/LPH's
	41 Attack Submarines (53%)
Deployed:	114 (32%)
	4 Carrier Battle Groups
	4 Amphibious Ready Groups
Exercises:	10

Some of the units not deployed are in major overhaul out of homeport, so the family separation/working hours issue is not limited to deployment.

# ALL THE SHIPS AT SEA

## UNDERWAY:

USS KITTYHAWK (CV-63), USS CONSTELLATION (CV-64), USS BOXER (LHD-4), and USS NEW ORLEANS (LPH-11)

Local operations, Eastern Pacific

USS ESSEX (LHD-2)

FLEETEX, Pacific

USS ROOSEVELT (CVN-71) and USS KEARSARGE (LHD-3)

Local operations, Atlantic

USS INCHON (MCS-12)

Enroute, Ingelside

USS WASHINGTON (CVN-73) and USS GUAM (LPH-9)

Enroute, Norfolk

USS SAIPAN (LHA-2)

Palma, Spain

USS KENNEDY (CV-67)

Eastern Atlantic

USS ENTERPRISE (CVN-65)

Western Mediterranean

USS TARAWA (LHA-1)

Indian Ocean

USS YOUNG (DD-973), USS LABOON (DDG-58), USS RUSSELL (DDG-59), and USS HEWITT (DD-966)

Middle East Force

USS CARL VINSON (CVN-70)

Operation Southern Watch

USS INDEPENDENCE (CV-62)

Yokosuka, Japan

USS BELLEAU WOOD (LHA-3)

Exercise Valiant Usher

**PETTY OFFICER I.M. ABLE**

**TYPICAL SEA DUTY:**

Sea/Shore Rotation: 5/2	1,825 days
3 Deployments (6 months each)	540 days
Interdeployment Operations	348 days
Inport 1 in 4 Duty Days	187 days
<b>TOTAL DAYS AWAY</b>	<b>1,085 days 60%</b>

# FAMILY ORIENTED NAVY

	Married	Single
E1 through E4	32%	68%
E5	71%	29%
E6	82%	18%
E7 through E9	88%	12%
TOTALS	56%	44%





APPENDIX 1



## BIOGRAPHY

Master Chief Electronics Technician  
(Surface Warfare)

# JOHN HAGAN

Master Chief Petty Officer of the Navy

Master Chief John Hagan was born in Luton, England, on May 20, 1946. he was reared and attended schools in Asheville, North Carolina. After high school, he enlisted in the Navy in December 1964 and attended basic training at Recruit Training Center, San Diego, California. He then attended Electronics Technician "A" School at Naval Training Center, Treasure Island, California, and completed a short assignment at Naval Air Test Center Patuxent River, Maryland.

After he completed Ground Control Approach Radar Technician School at Naval Air Technical Training Center, Glynco, Georgia, he reported to Naval Air Station, Whidbey Island, Washington, as the Leading Petty Officer for the Maintenance Division. During his tour there, he earned an Associates of Arts degree.

Hagan's next assignment was aboard USS LESTER (DE-1022), homeported in Naples, Italy. During a subsequent tour of sea duty as a maintenance technician at Underwater Demolition Team 21 in Little Creek, Virginia, he was advanced to Chief Petty Officer and qualified as a naval parachutist. While assigned to a shore tour at Naval and Marine Corps Reserve Center in Louisville, Kentucky, he was advanced to Senior Chief Petty Officer. While there, he earned his bachelor of business administration degree from McKendree College.

In September 1980, he reported aboard USS RICHMOND K. TURNER (CG-20), homeported in Charleston, South Carolina. While there, he qualified as an Enlisted Surface Warfare Specialist and was advanced to Master Chief Petty Officer. Shortly after reporting to his next assignment at the Naval Air Technical Training Center at Memphis, Tennessee, he was selected as the Force Master Chief for the Chief of Naval Technical Training.

In April 1988, Master Chief Hagan reported to Pre-Commissioning Unit PHILIPPINE SEA (CG-58) in Norfolk, Virginia, as the Command Master Chief. After commissioning, USS PHILIPPINE SEA reported to her homeport in Mayport, Florida, and subsequently deployed to the Red and Mediterranean Seas in support of OPERATION DESERT SHIELD and DESERT STORM. During this tour of duty, he qualified as Officer of the Deck (Underway).

Soon after reporting to Helicopter Anti-Submarine Squadron (Light) 48 at Mayport, Florida, as the Command Master Chief, Hagan was selected as the eighth Master Chief Petty Officer of the Navy. He assumed his current position on 28 August 1992.

Hagan's personal awards include the Meritorious Service Medal, Navy Commendation Medal, Navy Achievement Medal (with gold star), as well as unit and campaign awards.

He is married to the former Catherine Mosher. They have three children; Robert, Melissa, and Melody.

Mr. HEFLEY. Thank you very much.  
Sgt. Maj. Lewis Lee.

# **STATEMENT OF SGT. MAJ. LEWIS G. LEE, U.S. MARINE CORPS**

Sergeant Major LEE. Mr. Chairman and members, I, too, want to thank you all very much for the opportunity to appear before you.

As I begin this afternoon, I want to say to you that your marines, our country's Marines, continue to provide the Nation with a most ready, relevant, and capable force. Today, we have over 22,000 marines forward deployed, and I wish to emphasize that that deployment does not include those who are permanently based overseas.

I believe everyone understands how much a reasonable—ar. I use the term "reasonable" here—quality of life can impact on the readiness of any unit. Marines who are unencumbered by worry about their loved ones or about their personal possessions are far better than those with cause for concern, regardless of what the worry might be or what it is that they are about to try to accomplish.

I just want to concentrate on two areas this afternoon. I want to address this particular committee on the BEQ situation, the enlisted housing, single marine, and the family housing situation. I pick these two out, although, needless to say, I could talk to you at length and for a long time about other types of infrastructure problems that only massive amounts of MILCON money will cure on all of our bases and stations. I'm going to keep it short because I have submitted a statement that you can read at your leisure.

Today, marines living on base, whether married or single, they live in housing that, frankly, in many cases, is not adequate. It is not adequate. For instance, we are 14,000 man spaces today short in single enlisted housing, of the type of housing that was considered adequate by DOD in 1983.

Now, I cannot sit here and belabor why we never got to the standard and why we're still 14,000 man spaces short of that 1983 standard. I can't tell you that. It may have been an unreasonable standard to put on the Marine Corps in 1983, but we're not there.

Now, I want you to understand something. We don't have 14,000 Marines that don't have a place to sleep or a place to live. Frankly, while they're not adequate by standards, they are not bad to a point where they shouldn't be living there. We're very appreciative of that, and the Marines are, too.

The trend to move to a one-by-one standard that has been set by DOD to build to, again, we're going to have to fall off of. We have determined that we're not going to go to a one person per room, shared head, with another person in another room. We can't do that just yet. We would like to, but we can't. We're going to put two men, two women, in a room, with a shared head. I'm talking again about single enlisted.

We are very happy about that, because we're going to build four of those type BEQ's this year, and we're going to build four of them in 1997 if you all approve what we requested. To us, that's almost extravagant. So we're very appreciative of what we're going to do this year, and we're hoping we're going to get the help we need for the future. Let me also say that the sharing of two people to a

room that is an adequate living space is not bad for the Marine Corps.

I would ask you to always remember that the average age of the enlisted Marine Corps is 24 years old, the average age. Seventy-seven thousand, or half of our enlisted force, at any given time are in the grade of E-3 and below. We put a lot of value on team unity. Frankly, for the very young ones who live on base, we believe that keeping them together and sharing hardships and dependent upon one another goes a long way toward giving them the opportunity to be successful over a long period of time. So, especially with our younger ones—and we're a young force—frankly, privacy is not that much of an issue.

Now, as they get older and get more senior, they deserve more and more. Then privacy for our NCO leadership, our staff NCO leadership, our officer corps, does become a concern to us.

We are concentrating on improving the quality of life upgrades within our BEQs also. Very simple things are extremely important to the marines. For instance, marines want to be able to have a telephone in their rooms, a private telephone. Within a year, you will have that. I know that doesn't have that much to do with this committee, but it's important that you all know we are arranging that and providing that for them.

However, that telephone will be a private contract between the individual and the telephone company. So again, we're listening to them and we're helping them out, but they are going to be responsible for what they undertake. They've got to do that.

We have been able to cut the replacement cycle of the furniture in our single marines' rooms from a 25-year cycle. That's what we were averaging, about 25 years. Thanks again to the Congress in the past couple of years, and Secretary Perry's plus up from the Marsh panel's findings, we have been able to cut that replacement cost of barracks furniture from 25 to 13½ years.

Now, the standard that we want to go to is 7 years. Hopefully, we will get there. But with the continued support and what we requested this year, and in the outyears beyond 1998, we believe we will get to the 7-year replacement cycle.

Remember, our marines, especially our young, single marines, they are deployed 60 percent of their first term. Also, when they're not deployed, they are constantly moving in and out of their barracks on field exercises of short duration. That creates a lot of wear and tear on furniture and on rooms. This funding will greatly help the morale of living in the barracks.

In the family housing arena, we have 25,000 existing units. Fourteen thousand of those are in need to extensive rehab. Some of them probably should be condemned. We are 12,000 units short of where we need to be. In other words, we need 37,000 units.

Now, I don't know how long it will take us to get there, but I will tell you that, again, thanks to this Congress and thanks to the Marsh panel's findings, we're going to build 128 new homes and we're going to replace 54 and we're going to rehab 550.

Our efforts are really at maintenance and correcting the problems with what we already have in existing housing today. That has to be our focus and main effort as far as family housing goes. We are making strides. We believe our campaign plan that we've



laid out will eliminate our backlog of maintenance within our housing effort by the year 2008. That sounds like a long time, but it is a reasonable goal that we can achieve if we get what we requested.

We have a large number of marines who do not live near any type of support installation. This is a great concern to us. I would estimate that 10 to 12,000 are out on recruiting duty, are out on what we call independent duty. Many of these marines are simply nowhere close to an installation that can support them. Consequently, they are required to live on the economy.

I'll be honest with you, Mr. Chairman. We've got people married out there, and also single, that have to make it on their own, outside of any sort of military installation support. You can't build houses for all these people and we're not requesting that.

As a caveat to that, and a little bit from what the Master Chief Petty Officer of the Navy said, I think the only way we can address those, where the marines have to live independently, and to try to help them be able to lease and compete with the civilian community for rental housing, we have to fight to get the BEQ, the BHA, up to support that and close that gap between what comes out of their pocket and what they need to live for at least a decent house.

I am going to close by saying it is so important that we do keep our O&M accounts funded to the extent that the Marine Corps has requested. As you know, so many things compete for that money in operations and maintenance once it's in there.

I can sit here and tell you, on behalf of General Krulak, that if it's put in there for the reasons that we request, we are going to do everything we can to spend it for it's intended purpose. I believe I can promise you that, and I am promising you that on General Krulak's behalf. I won't lie to you. There will always be competition for that money.

I want to close by saying, regardless of what we have to put, we will put everything we can for our marines and our families to ensure that they have a reasonably comfortable quality of life. We are more concerned about what is necessary than in niceties. We're not concerned about niceties just yet. We're more concerned about what they need.

The bottom line is, we have to continue to balance everything against the fact that we must not steer from our ethos of training and equipping a marine so that that marine can survive on the battlefield. We must keep that foremost in our mind.

Thank you very much. I'll be glad to answer any questions that I possibly can.

[The prepared statement of Sergeant Major Lee follows:]

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SECURITY COMMITTEE

STATEMENT OF  
SERGEANT MAJOR LEWIS G. LEE  
UNITED STATES MARINE CORPS  
SERGEANT MAJOR OF THE MARINE CORPS  
BEFORE THE  
NATIONAL SECURITY COMMITTEE SUBCOMMITTEE  
ON  
INSTALLATIONS AND FACILITIES  
30 JULY 1996  
CONCERNING  
FAMILY AND BACHELOR HOUSING

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SECURITY COMMITTEE

# UNITED STATES MARINE CORPS

HEADQUARTERS MARINE CORPS, DIVISION OF PUBLIC AFFAIRS  
WASHINGTON, D.C. 20380-1775 (703) 614-4309



## SERGEANT MAJOR LEWIS G. LEE, USMC

Born on Jan. 19, 1950, in North Carolina, Sergeant Major Lee enlisted in the Marine Corps on Mar. 28, 1968. He graduated from the Marine Corps Recruit Depot, Parris Island, S.C., in May 1968, and completed Infantry Training at Camp Lejeune, N.C., in Jul. 1968. He was promoted to Sergeant Major on Jan. 1, 1984 and appointed the 13th Sergeant Major of the Marine Corps on Jul. 1, 1995.

During his career, he has served in the following assignments:

- Squad leader, platoon sergeant and platoon commander with A Company, 1st Battalion, 4th Marine Regiment, 3d Marine Division, Republic of Vietnam (Aug. 1968 - Jun. 1969).
- Sub Unit #1 U.S. Naval Hospital Camp Lejeune, N.C. (Jun. 1969 - Feb. 1970).
- Weapons and Tactics Instructor with the Infantry Training Regiment at Camp Lejeune, N.C. (Mar. 1970 - Dec. 1971).
- Drill Instructor and Instructor with D.I. School Staff, Parris Island, S.C. (Jan. 1972 - Jul. 1975).
- S-3 Operations Chief for Headquarters Battalion, 3d Marine Division (Aug. 1975 - Jul. 1976).
- Assistant Marine Officer Instructor in the NROTC Unit at The Citadel, Charleston, S.C. (Aug. 1976 - Jul. 1979).
- Platoon Sergeant for OCS NROTC Bulldog Course (summer of 1977).
- First Sergeant of OCS NROTC Bulldog Course (summer of 1978).
- First Sergeant of Headquarters & Service Company and Lima Company, 3d Battalion, 8th Marines, BLT 3/8, 2d Marine Division (Aug. 1979 - Dec. 1981).
- Inspector - Instructor Staff First Sergeant for Company B, 4th AAV Battalion, 4th Marine Division, Jacksonville, Fla. (Jan. 1981 - Oct. 1983).
- Sergeant Major of 2d Battalion, 4th Marines, BLT 2/4, Camp Lejeune, N.C. (Nov. 1983 - Nov. 1985).
- Sergeant Major of 2d Recruit Training Battalion and the Recruit Training Regiment, MCRD, Parris Island, S.C. (Dec. 1985 - Jul. 1988).
- Sergeant Major of Marine Corps Air Station, Iwakuni, Japan (Sep. 1988 - Feb. 1991).
- Personnel Sergeant Major, Headquarters, U.S. Marine Corps (Mar. 1991 - May 1994).
- Sergeant Major of Marine Forces Pacific (Jun. 1994 - Jun. 1995).



His personal decorations include: The Legion of Merit; Purple Heart (2 awards); Meritorious Service Medal; Navy Commendation Medal with Combat "V" (2 awards); Navy Achievement Medal (3 awards); and the Combat Action Ribbon.

Sergeant Major Lee is married to Regina Peters of Voorhees, N.J. They have two sons, Robert and Jake.

(Revised Jul. 10, 1995 HQMC)

Mr. Chairman and members of the subcommittee, I am pleased to appear before you on the topics of Family and Bachelor Housing.

#### **Environment**

The Marine Corps takes a very broad approach to quality of life. We are a service that has been continuously dedicated to "taking care of its own." The best way to take care of our Marines is to ensure they are well equipped, trained and led in a manner that will bring them home alive. We believe quality of life is the sum of all programs that contribute to the physical, mental, economic and emotional well-being of our Marines and their families. In that context, quality of life means quality training and mission ready equipment as well as the traditional quality of life factors like compensation, housing, and recreational facilities.

We understand that quality housing contributes to quality of life - which affects readiness - and we have taken great strides to meet the housing needs of our Marines and their families, but concede this is an area in which we can improve. At every level of our programming and budgeting process, quality of life initiatives compete on an equal footing with other resourcing decisions. In both last year's and this year's budgets, we have included funding above historic levels to address quality of life initiatives. In the area of housing, these include construction



of four new bachelor enlisted quarters each year; continued construction and repair of family housing units; bachelor enlisted quarters (BEQ) maintenance; and BEQ furnishings.

We know that improvements in housing will be required to continue to retain a quality force and we will continue to emphasize improvements in these areas. Our FY 1997 request includes approximately \$336 million for bachelor and family housing. Although this is approximately \$97 million less than last year's level, it represents a significant increase over the level of funding historically financed in our budgets for housing our Marines and their families.

Last year, Congress provided additional funding for all these areas, allowing us to accelerate implementation of our initiatives. For this we are truly grateful.

#### **Bachelor Housing**

Today, three out of four bachelor Marines live in quarters that do not meet the construction standard established by the Department of Defense in 1983 and we have a deficiency of approximately 14,000 "man-spaces" of adequate BEQ spaces.

We recently asked our base commanders for their top priorities for improving BEQ life. Their answer was, in priority, new barracks construction, better furnishings, repairs to mechanical systems in the barracks, and better morale/recreational activities in or near barracks areas.

The Commandant of the Marine Corps addresses each of these concerns in his five-part bachelor quarters improvement plan.

This plan will:

1. Build new barracks to a 2x0 standard that allows us to enhance the collective quality of life faster and more economically for a larger number of Marines. Adopting the 2x0 standard is a significant quality of life improvement over the old 2x2 standard. We will invest approximately \$100 million in construction of new barracks in both FY 1996 and FY 1997. This includes BRAC requirements and Secretary of Defense QOL funding increases.
2. Dedicate maintenance and repair funding for existing barracks. Approximately twenty percent of the total Marine Corps FY 1997 maintenance and repair program is dedicated to barracks. Examples of these projects include repairs to electrical, mechanical and heating/air conditioning systems, replacing plumbing, and upgrading to current seismic standards.
3. Make whole room furniture replacements. We have included approximately \$16 million in this FY 1997 budget to provide single Marines with quality furnishings, avoid piecemeal furniture replacement, and allow for quantity discounts. Congressional increases in FY 1996 allowed us to put \$30 million toward this effort. Our goal is to reduce our furniture replacement cycle to the Department of the Navy standard of seven years. Although we are only able to fund a 13.6 year replacement

cycle in this budget, this is a significant improvement over the 25 year replacement cycle in FY 1994!

4. Centralize barracks management. This will allow us to maximize utilization of our barracks, provide better management in the barracks, and reduce the manpower needed to operate the barracks.

5. Increase morale, welfare, and recreation enhancements. An example in this area, is the installation of telephones in BEQ rooms. This contract, awarded last December, allows this service to be delivered to our Marines without using scarce Marine Corps funds to finance this initiative. Additionally, the installation of the phones will occur over the next 12 months -- not five to seven years from now.

#### **Family Housing**

Our quality of life program is balanced and we have increased efforts to improve or revitalize our inventory of family housing. However, more than 14,000 of the 25,000 Marine Corps family housing units need complete revitalization or renovation, and we have a deficit of approximately 12,000 family housing units. Again, due to trade-offs between mission readiness and quality of life programs, we have historically spent less than other services on maintenance and repair of our family housing units. Our **Number One Priority** in family housing is the increased maintenance and repair of our housing inventory.

Beyond basic maintenance and repair, we will simultaneously address the top three Marine Corps family housing campaign plan priorities (repair, environmentally abate, and modernize), primarily through the use of revitalization projects. The campaign plan lists these goals in priority order:

1. Maintain and repair the current inventory of Marine Corps family housing units, including supporting infrastructure.
2. Eliminate all known environmental hazards currently found in Marine Corps family housing, including lead-based paint, radon, asbestos, and copper/lead in drinking water.
3. Modernize, in conjunction with major repairs, or replace, our current housing inventory.
4. Build family housing support facilities, such as community centers, housing offices, and self-help centers to enhance quality of life in our housing areas.
5. Improve housing referral services.
6. Eliminate the family housing deficit, principally through private sector solutions.

Our goal is to provide the best possible housing facilities and services - housing which reflects contemporary living standards. In support of these goals, our Family Housing program covers many initiatives, some of which are:

1. Developing Comprehensive Neighborhood Plans so we can provide complete housing services -- not just a house.

2. Completing lead-based paint and asbestos removal efforts to mitigate hazards in family housing.
3. Improving housing referral services for the 75 percent of our military members that do not live in base housing.
4. Investigating alternative methods to Military Construction to address reducing our deficits and improve the condition of our housing.

#### **Recruiters and Independent Duty Housing.**

Marines on recruiting or independent duty maintain that decent, safe, and affordable housing is among their most pressing needs. The Marine Corps assigns many of our finest Officers, Staff NCOs, NCOs, and their families to independent duty, such as recruiting. These independent duty personnel, assigned to areas such as New York City, often live and work great distances from military installations; therefore they are unable to take advantage of the many medical, social, family, and commercial services, and of course, housing, which military bases have to offer.

The availability of military installations, and the services they offer, represent a real and meaningful part of the total military compensation system that many recruiters and other independent duty personnel cannot realistically utilize. Consequently, military members and their families sent on independent duty are often economically disadvantaged, due to

their "away-from-a-base" assignments. High cost areas, such as New York City, pose especially severe problems, and scarce DOD dollars currently limit the ability to field a comprehensive leased housing program or effectively overcome inadequacies in housing allowances.

The Marine Corps provides off base leased housing for 125 Marine Drill Instructors in the greater San Diego area to provide relief in this high cost area. We are carefully monitoring a new Navy initiative to provide leased housing for their recruiters assigned to high cost areas and may initiate a similar program if affordable.

#### **Housing Resourcing**

Our FY 1997 budget request provides for construction of four new barracks and continued barracks maintenance and replacement of barracks furniture and furnishings. For family housing, this budget supports the construction of 128 new homes, 54 replacement units, and revitalization or improvement of an additional 550 houses. Our request also funds the construction of 3 family housing community centers to address the social and recreational needs of our families residing on base and the replacement of a family housing office. This request also allows our family housing maintenance and repair backlog to be reduced by approximately fifty percent from the fiscal year 1996 level.

As the gap between requirements and resources widens, we recognize that future programming tradeoffs may continue to be necessary. Our readiness and operational responsiveness must remain our number one priority. And, although we view support for improved housing as part of the readiness equation, operational necessity precludes any further investment of Marine Corps resources beyond the current program and Secretary Perry's commitment.

#### **Department of Defense Quality of Life Funding:**

The Defense Science Board's quality of life, or "Marsh Panel", found substantial improvement was needed in quality of life facilities. The Secretary of Defense set aside "Marsh Panel" funding to address those improvements. In fiscal year 1997, we will dedicate \$12 million of these funds to new barracks construction and another \$15 million to repair of existing bachelor quarters - not a great deal of money but every bit helps. We have proposed that remaining quality of life funding be now allocated to the services and we have committed to spending all received to improve bachelor quarters.

#### **Conclusion**

I will close by stating that the greatest responsibility we have is leading America's young men and women into battle and returning them home safely. This must remain our primary focus.

The housing program initiatives I have just highlighted will continue to improve the quality of life of all Marines and their families, contributing to their well-being, but most importantly their war fighting readiness.

Mr. Chairman, subject to any questions you may have, this concludes my remarks.



Mr. HEFLEY. Thank you.  
Chief Master Sergeant Campanale.

# STATEMENT OF CHIEF M. SGT. DAVID J. CAMPANALE, U.S. AIR FORCE

Chief Master Sergeant CAMPANALE. Thank you, Mr. Chairman. Again, I want to thank the committee for their interest in the past and backing up that interest with a great amount of support.

I will tell you that, when I do visits to the field, I make it clear and evident who is behind this quality of life initiative; and again, I want to say thanks.

I have learned very well from testifying with this great group of gentlemen to my right that having a prepared statement doesn't usually work, so if I may, I would like to tell you a couple of stories from two recent visits where housing has had an impact on retention, recruitment, and those types of things.

Just last week I was at Maxwell Air Force Base, AL. We had had an area there where we had 80 track Capehart houses, if you will, that we had taken down and we had replaced them with a community housing plan. We put 71 homes there.

When I went to visit the homes and just take a look at the quality of the houses that we got, how much we paid for them and those types of things, I asked if I could speak with some of the spouses that lived in the community as well. So three spouses were kind enough to come over and do a tour of the one four-bedroom house that I was looking at.

I asked them what type of an impact this housing had on their career decisions and their lives. The first lady spoke up and she said "I'll tell you what. I've been after my husband to leave here and go PCS someplace, I don't care where else, but just to leave here." And the minute they moved in their home, she encouraged her husband to go down to our military personnel office and pull that volunteer statement because they wanted to stay at Maxwell Air Force Base, AL, because of the house.

The two other spouses had indicated to me that they had openly encouraged their husbands to leave the military and to go on someplace else because of the lack of off-base affordable housing and the quality of on-base housing. But after moving into this base housing, both changed their mind and both of their husbands had, in fact, put in a request to reenlist, had received their career job reservations—one of them had reenlisted, the other had not. So that's just a quick example of what an impact housing has—and not necessarily on the military member themselves. More often than not, the military member doesn't make a career decision based on what they think. It's what their families think, and that's very, very important.

Down at Hurlburt Field, I happened to visit one of our most heavily tasked units, our special operators down there at Hurlburt. Right next door to a dormitory that had been there for more than 20 years they were constructing a new dormitory with the 1 plus 1 design. I'll tell you, if the troops could have gotten out and helped people put bricks and mortar up, they would have done that. But they realized they couldn't touch that.

Again, I asked the people what type of career decision will you make based on this new construction. You would be surprised at some of the answers. One gentleman said, "Well, I thought the only way I could get out of the dorms was to get married, but I've changed my mind. I'm going to stay single now, because I will get a room to myself."

Again, another gentleman said, "Because I'm gone all the time, it's kind of nice knowing that my room, my private room, is mine, my stuff is mine, and nobody else will be in that room as long as I'm gone." So those are comforting reasons.

Of course, the general flavor from the troops was that we think we're going to stay in this military beyond our first 4-year sign-up and stay the 8 years, and I think it's during that 8-year point where we kind of steal their hearts and they decide to become emotionally involved in our U.S. Air Force.

Obviously, there are great dividends that come about in terms of our quality of housing for our accompanied and unaccompanied troops. Increased productivity is obvious. Our Air Force is 40 percent smaller today than it was 6 years ago. The OPTEMPO hasn't decreased. The quality of the work has, in fact, increased. So we're doing a lot more with a lot fewer resources today. And to the public at large, the quality of what we provide has actually gotten better. So I think that's a good thing and a good statement for our country.

Retention today in the U.S. Air Force is higher today than it has ever been in our history. There is reduced cost in terms of our ability to have to go out and recruit people, reduced cost in terms of training people, and I think this leads to a more experienced and quality U.S. Air Force.

For the folks that have family members, there also becomes a spouses' commitment for the total military community; and when the spouses are committed to the community as well, I would attest to you that the community becomes stronger and the resolve of the troops becomes stronger to serve and give everything they can when they deploy and work far away from home.

A couple of data points, if I may, real quick. Today, in the U.S. Air Force, more people are married than ever before. Seventy percent of our people are married. Again, retention is higher than it has ever been before, at all three levels—first term, second term, and career.

Our survey data tells us that people are staying because of the commitment that we have made, that you have made in the past, to quality of life. They have great faith in you to continue this type of support, and that is why our people are staying in the U.S. Air Force and serving at the high level of excellence that they do.

Again, I want to thank the committee for all their support in the past, and I appreciate the time to say a few words on behalf of your total Air Force team. I look forward to your questions, and I want to thank you again for allowing me to speak.

[The prepared statement of Chief Master Sergeant Campanale follows:]

DEPARTMENT OF THE AIR FORCE

PRESENTATION TO THE COMMITTEE ON NATIONAL SECURITY  
SUBCOMMITTEE ON MILITARY INSTALLATIONS AND FACILITIES  
UNITED STATES HOUSE OF REPRESENTATIVES

SUBJECT: IMPACT OF MILITARY HOUSING QUALITY OF LIFE ON  
RETENTION AND RECRUITMENT

STATEMENT OF: CMSAF DAVID J. CAMPANALE  
CHIEF MASTER SERGEANT OF THE AIR FORCE  
HEADQUARTERS, UNITED STATES AIR FORCE

30 JULY 1996

NOT FOR PUBLICATION UNTIL RELEASED  
BY THE COMMITTEE ON NATIONAL SECURITY  
UNITED STATES HOUSE OF REPRESENTATIVES



# BIOGRAPHY

UNITED STATES AIR FORCE

Secretary of the Air Force

Office of Public Affairs

Washington, D.C. 20330-1690

## CHIEF MASTER SERGEANT OF THE AIR FORCE DAVID J. CAMPANALE

Chief Master Sergeant of the Air Force David J. Campanale is adviser to the secretary and chief of staff of the U.S. Air Force on matters concerning welfare, effective utilization and progress of the enlisted members of the Air Force. He is the 11th chief master sergeant appointed to this ultimate noncommissioned officer position.

The chief was born Oct. 7, 1952, in Worcester, Mass. He graduated from North High School and entered the Air Force in October 1970. He completed technical training as an aircraft maintenance specialist at Sheppard Air Force Base, Texas, in February 1971, and was assigned as a B-52 crew chief in the 2nd Organizational Maintenance Squadron, Barksdale Air Force Base, La. While there, he completed three successive tours at Andersen Air Force Base, Guam, in support of B-52 ARC LIGHT missions in Southeast Asia. Before assuming his current position, he was assigned as the Air Mobility Command senior enlisted adviser at Scott Air Force Base, Ill.



Chief Campanale and his wife, Barbara, have two daughters, Jennifer and Jessica.

### EDUCATION:

- |      |   |
|------|---|
| 1981 | Degree in aircraft maintenance technology, Community College of the Air Force |
| 1984 | Associate degree in human resource management, University of New Hampshire    |

### ASSIGNMENTS:

1. October 1970 - December 1970, basic military training, Lackland Air Force Base, Texas
2. December 1970 - February 1971, student, technical training, Sheppard Air Force Base, Texas
3. February 1971 - April 1974, crew chief, 2nd Organizational Maintenance Squadron, Barksdale Air Force Base, La.
4. April 1974 - August 1978, 305th Field Maintenance Squadron, Grissom Air Force Base, Ind.
5. August 1978 - August 1983, C-130 crew chief; noncommissioned officer in charge, C-130 inspection branch; and maintenance superintendent, 6594th Test Group, Air Force Systems Command, Hickam Air Force Base, Hawaii
6. August 1983 - August 1986, FB-111A and KC-135 flight chief and line chief, 509th Organizational Maintenance Squadron; and senior maintenance controller for the deputy commander for maintenance, 509th Bomb Wing, Pease Air Force Base, N.H.
7. August 1986 - May 1989, FB-111A and B-1B systems program manager, Headquarters Strategic Air Command, Offutt Air Force Base, Neb.
8. May 1989 - February 1992, senior enlisted adviser, 93rd Bomb Wing, Castle Air Force Base, Calif.
9. February 1992 - October 1994, senior enlisted adviser, Military Airlift Command and Air Mobility Command, Scott Air Force Base, Ill.
10. October 1994 - present, chief master sergeant of the Air Force, the Pentagon, Washington, D.C.

**MAJOR AWARDS AND DECORATIONS:**

Legion of Merit  
 Meritorious Service Medal with two oak leaf clusters  
 Air Force Commendation Medal with two oak leaf clusters  
 Air Force Achievement Medal with oak leaf cluster  
 Vietnam Service Medal  
 Republic of Vietnam Gallantry Cross with Palm  
 Republic of Vietnam Campaign Medal

**OTHER ACHIEVEMENTS:**

Distinguished Graduate and Speech Awards, Pacific Air Forces NCO Leadership School  
 Commandant's Award and Distinguished Graduate, Military Airlift Command NCO Academy

**DATE OF RANK:**

Chief Master Sergeant of the Air Force

Oct 26, 1994

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(Current as of February 1995)

Good afternoon Mr. Chairman and members of the committee. It is an honor and a privilege to appear before you to discuss housing issues that impact enlisted men and women of your United States Air Force.

When our people first join the Air Force, they quickly learn and understand why we exist and are ready to answer their nation's call. They are truly the greatest asset and resource in our organization. It's our people that enable the Air Force to provide the United States of America the ready air and space capabilities needed to address the challenges of the post-Cold War era. Theater commanders require and highly value the unique capabilities air power offers, and as a result, our contingency taskings have increased nearly fourfold since the end of the Cold War.

Air Force people understand that these deployments are the nature of our business and they readily place service before self. I travel quite frequently to see our airmen, and I continue to find that our young men and women will bear any burden for our country, even the risk of life. In exchange, they ask only that they have the resources to the job, that they receive appropriate recognition and appreciation for what they do, and most importantly, that we take care of their families. We understand the importance of their concerns, and we recognize the fact that these concerns equate to readiness, so we're leaving no stone unturned in addressing them.

Last year, we conducted an Air Force-wide Quality of Life survey and as we predicted, our people indicated adequate housing—family housing and unaccompanied housing for our personnel residing in dormitories was their most pressing concern.

Like most Americans, Air Force members want to raise their families in comfortable, secure neighborhoods. Because our troops deploy around the world, it is particularly important that all members have access to safe, affordable family housing. Air Force people do not expect to live in luxury. But, they do deserve access to housing for their families that will give them peace of mind while they are at work at home or deployed away from home.

Unfortunately, there are insufficient quantities of quality military housing to meet existing and projected demand. We do own about 114,000 houses and lease an additional 9,000 in the CONUS. However, 39,000 families are on waiting lists to move into base housing. Further complicating this situation is the fact that the average age of Air Force housing is 33 years. Many of these homes require significant improvement or replacement to bring them up to contemporary standards. At current funding levels, it will take us about 24 years to eliminate this backlog.

While our goal is to revitalize our aging housing within the next 20 years, privatization could allow us to accelerate this revitalization. With



the passage of the FY96 National Defense Authorization Bill, Congress established new authorities for construction and improvements through privatization. With these new authorities, the Air Force now has some flexibility to satisfy much of its housing needs through the private sector.

Dormitory improvements are also critical to meeting our housing challenges. The Air Force is already taking steps to implement the Department of Defense approved “one-plus-one” dorm standard for unaccompanied members. This initiative will enhance morale while assuring personal privacy—the number one concern of our 70,000 people who live in dorms both at home and abroad. The Air Force plans to provide private rooms through two avenues: constructing future dorms using the new “one-plus-one” design as the standard and by adjusting our assignment policy to provide most of our airmen privacy in existing, adequate dormitories. Our construction strategy will eliminate our worst facilities first: the old “gang” or central latrine barracks. Our goal is to eliminate all permanent party central latrines by FY00. Implementing the “one-plus-one” standard is more expensive than the previous (“two-plus-two”) dorm standard, but it sends an important signal to our valuable unaccompanied force that senior Air Force leadership views their housing needs as an important Quality of Life investment. This investment inevitably saves money through increased retention rates and the productivity of the individual, both key readiness factors. The sustained



support of this Committee is vital to realizing this achievable standard for America's finest young men and women.

A special area of interest is the support we provide our people overseas. Attending to their housing needs is paramount because they are often unable to find the community support network many stateside bases enjoy. These troops maintain the forward US presence that is so crucial to our National Security Strategy of engagement and enlargement. Being forward deployed, they are the first to get involved in contingency operations as the US responds to regional crises. We must provide these dedicated airmen and their families the best possible housing and support facilities. This should be a matter of the highest urgency for this Committee.

At some installations, aging facilities and housing have been further taxed by expanding missions. Aviano Air Base in Italy is but one example. In recent years, we've expanded its operations to include an entire F-16 wing – a mission that this base was not originally designed to host. The initial shortfall in facilities and available housing has been aggravated by Aviano's role as a main operating base for US and NATO aircraft in support of operations over Bosnia. That, in turn, has further increased the wear and tear on existing facilities and infrastructure and made

suitable housing increasingly difficult to find. Long commutes, some more than one hour, are the norm for our people.

The Department of Defense's intent is to continue shifting the burden of supporting US troops stationed overseas to host nations or, in Europe, to NATO. Unfortunately, housing in Europe is not eligible for host nation support or NATO infrastructure funding. We rely on the military construction program and leasing to meet our housing needs. We're limiting our overseas funding requests to those military construction projects deemed most critical to maintaining an adequate Quality of Life for our people stationed overseas. These projects must be planned, funded, scheduled, and finished. This additional investment is critical since recent year programs have been very limited. I would like to point out that much of this limited investment may have been due to the instability caused by overseas closures and realignments. But, this instability is now over and we must work to improve our overseas bases as quickly as possible.

We have been very busy during this past year working with the OSD staff and our sister services to address the Quality of Life needs of our members. We were pleased to see that the Secretary of Defense's Quality of Life Task Force (also known as the Marsh Commission) validated many of our concerns and incorporated many of our proposals for improving the Quality of Life for every member of the Air Force team. We will continue

our active involvement with the OSD staff and our sister services as we study and implement the Task Force's recommendations.

In the final analysis, it's our people who make our Nation's Air Force the world's most respected air and space force. We are fortunate to have the most intelligent, most talented, most motivated, and most innovative individuals we have ever had in our Service history. They have stayed with us through the turmoil of the drawdown, mission realignment, reorganization, base closure process, and have made us the envy of every military on the face of the earth. As a result, we are well postured to face the challenges of a turbulent post-Cold War world.

If we are to continue to retain these quality people and recruit others with similar skill and dedication, then we must provide them the Quality of Life they deserve. Obviously, you feel the same because your support in doing just that has been evident in the past few years. There is, however, much, much more to do and that's why your support for the military construction request in the FY97 Budget is critical. It's important to realize that Quality of Life has a defining impact on the morale, esprit, and readiness of our troops. That makes it essential that we work together to pursue reasonable and affordable initiatives to address housing concerns of our young men and women in uniform.

I want to thank the entire committee for their continuing efforts in this regard and for giving me the opportunity to speak on behalf of all Air Force people. I encourage you to visit our people. They work around the clock, around the world—serving the United States of America.

This concludes my prepared statement. I am pleased to answer any questions you may have.

Mr. HEFLEY. I thank each of you. I think the testimony has been excellent.

You know, our philosophy on this committee has been that we can understand that, when you deploy troops to Bosnia or wherever, the living conditions aren't always going to be good. We all understand that. When you go in the service, you understand that.

The thing that has concerned me—and I think most of this committee—has been that when you bring them home, we ought to give them a decent home to live in, that they shouldn't live in some of the conditions that this committee has seen, where in some places you have leaky roofs and shower stalls where the tile is falling off the walls and things like that. They shouldn't live in Third World conditions when they're home. That has been our goal, to try to provide a decent place for our troops to live when they're back here.

Some of you have touched on it, but I would like for you to expand on it a little bit. When someone makes a decision to come into the service, they may not know the details of what their living conditions are going to be. But when they make that decision to re-up, how big a point is this in their decision to decide to stay in the service, the kind of living conditions we provide them?

I guess I would take it a little further and say, in both recruitment and getting them to stay in the service, how big a point is this, do you think? Any of you.

Sergeant Major MCKINNEY. Sir, I will start out.

In terms of recruitment, the young person who is trying to come in, I don't think they really get into that piece of it to understand what the living conditions are. For the most part, if you go back and look at why they join, it's education, to get away from home, to get a different approach to life, or just to be independent. So that's not a major issue and they don't really, in many cases, get an opportunity to see that.

But I would share with you that certainly, when it's time to do it again, and based on where they're located and the experiences they have had over the past, that makes a significant difference in whether they stay.

That's just a small part of it, of course. Entitlements, compensation, and all that goes along with it. But certainly, when it's time to do it the second, third, or fourth time, it has a significant impact on their decision.

Sergeant Major LEE. Sir, I believe in the Marine Corps the lack of a high standard of living can be frustrating for all ranks everywhere; but to be honest with you, in our recruitment, we don't worry too much about explaining what they're going to be living in for the first 6 months, or the first 4 years of their career. We let them know we're going to do the best for them as we can, and we offer them other things, other intangibles—a sense of duty, a sense of honor, and excitement.

I hate to say this, but we are so young and we are such a first-term force, and we turn over so many people every year, please understand. For instance, I've got 27,000 first-term marines who EOS'd this year, the end of their service. I can only keep 4,700 of them. Because of that, I have no trouble reenlisting. So, in all honesty, particularly for the younger marines, the BEQ's are more of

a concern with the leadership than it probably is with them, as far as getting them to reenlist in the Marine Corps.

Now, as I enter into the career force, my small cadre of leaders that I really need to keep my hands on, my people with, say, 16 years of service, they are apt at times to say enough is enough and my family deserves more than this or I deserve more than this. I shouldn't be worried about them when I'm deployed. Occasionally they will leave.

Remember, they are a small number, but again, my enlisted leadership in that cadre is also very few. I have 111,000 out of 156,000 Marines in the first term, and the rest of them are what we call our career leadership that we truly depend on. I think some of them do go because of their frustration with the quality of housing they would like to have.

Again, I don't think their demands are unreasonable. They're not expecting niceties. They're expecting just simple quality.

I thank you, sir.

Chief Petty Officer HAGAN. I would echo what the sergeant majors have said about recruiting. I think it is not on many people's list at the accession point.

It is vitally important, and I think even more important in the Navy than the other services because of shipboard living and because of the single sailor status, we are so grateful that E-6 BAQ was entitled and passed into law this year. When you pass into law E-5 BAQ for single shipboard sailors, we will have gone a long way toward rectifying a serious issue.

In the Navy of the past, and even at the present, until that law is changed, a career E-5 who is single, when they go to sea duty, back to sea duty or remain on sea duty, forfeits any possibility of a housing allowance. So their shipboard standard of living is their standard of living, where they take out of their base pay to live ashore. It's very, very important and it's been an issue in retaining. We retain very few single nuclear reactor operators and high-technology fire control technicians because they have compared the inequities of this dual-tiered pay system. That is, in fact, their quality of life in the residence.

The family housing, I can just give you two examples very quickly. If you go and interview families that live in the Silver Strand down at Coronado, between Coronado and Imperial Beach there, in a very nice housing area that's recently been refurbished, and because of its location and the adequacy of the entire environment, those families are happy. They reenlist to stay in San Diego. They stay on sea duty if it's necessary to stay in San Diego, just to live in that beautiful setting.

Whereas we have a number of people that live in housing that's less desirable, and in some cases is downright undesirable, who just count the days and mark them off on the calendar every time until they PCS out of that area.

I think you're exactly correct, that it's pivotal in making that reenlistment decision, housing, single, and married.

Chief Master Sergeant CAMPANALE. I would also like to echo the same facts. In initial recruitment, housing is really not an issue to the troops. But once they've arrived at their first duty station, privacy in a dormitory becomes an issue to them. Particularly if



they're married, the ability to get quality of life housing on base, or at least get some type of compensation where they can go find a place off base, that is also part of this equation as well.

Again, as I said earlier, sometimes a reenlistment decision for a married person is not solely their decision alone. It becomes a group decision. Oftentimes, housing becomes part of that decision making process.

I think you would agree, that for a person to do their job and be productive, and have their mind focused in the right area, they want to know that their family is taken care of. Quite frankly, if they're not, this will factor into a significant decision.

Probably the best thing to do would be for us to maybe provide some retention reenlistment rates and those types of things from 10 years ago, or 5 years ago, when quality of life was perhaps not the focus. We had some problems. Or during the period where we went through the hollow force. Those types of statistics would give you a better data base, if you would, to say how important quality of life is and how important housing is to retention.

Mr. HEFLEY. There seems to be some difference of opinion among the panel as to the importance of the 1 plus 1 standard. The Marine Corps doesn't seem to feel that that's very important, particularly for the younger people—not only not very important, but they couldn't afford it, and even if they could afford it, there is maybe some value in having them be in a room with someone else anyway. The Air Force seems to think it's more important, I take it, for them to be able to have their privacy.

What's your sense about this as a panel?

Sergeant Major MCKINNEY. Sir, I will share with you from the Army's perspective. One plus one is very important. As I travel often 250, 260 days out of the year, there is not a forum where that doesn't become an issue, in terms of when are we going to be able to get our privacy, when are we going to be able to get the 1 plus 1, understanding the new construction rules or policy is that we do that.

I think it's very important, more today than before, simply because many of our young soldiers today have a lot more gear, a lot more furniture, that they need to be able put their furniture in or whatever. So from the Army's perspective, sir, it is absolutely critical and is fully supported.

Mr. HEFLEY. Any other comments?

Sergeant Major LEE. Yes, sir. Again for the Marine Corps, sir, it is extremely important to my NCO's, my staff NCO's, and my leadership, and it's important to us to be able to provide them with that increased privacy as they gain in rank and responsibility.

Again, I will reiterate that for what we do, what we are, the way we are designed, it is not that important for especially our first-term force. We need that sense of reliance upon one another. They keep each other out of trouble and they help each other, they mature together, and the Marine Corps and the country is a lot better off by them having some close knitness. Maybe it's something they don't like personally, but it's good for the service, sir.

Chief Petty Officer HAGAN. I think the issue really is relative to your present standing. When you have sailors that live as in that photograph on the *George Washington*, those single sailors that live

on the *George Washington*, in pay grades E-5 and below, they live on a ship for 3 to 5 years. Their sea tours are 36 to 60 months.

A four-man room ashore, such as submariners now live in when their submarine is in home port, or even an open bay dorm with a rec room, that would be a great improvement. So 1 plus 1, it's a great standard, it's a great goal.

The only caveat that I would put on it is that we need service specific selectivity. We need to be able to put in place commonsense waivers. For instance, a facility that is 5 square feet per room short of meeting the standard for two persons, two junior sailors to occupy, we need the flexibility to waiver that for the lifetime of that building in order to make the best use of it, rather than pay per diem or single BEQ to sailors that ought to live on base where they're safer and where the environment is better. So having some service specific abilities to enact at their own pace I think is the key to it. I think we all agree that 1 plus 1 is better than an 80-man dorm.

Chief Master Sergeant CAMPANALE. For us in the U.S. Air Force, 1 plus 1 is a significant quality of life measure and improvement that is long overdue. We rely on taking many first-term people and moving them into the second-term force, because we rely on their expertise and experience. That gives us a significant edge to do the job that we need to do in a drawdown period of time.

I would attest that the 1 plus 1, although it may be a little bit more expensive, in the long run it saves us money, because again, the numbers of people that we have to recruit decreases. The number of people that we have to run through basic training and technical training decreases. So there is a cost savings in that area.

Again, it gives us the quantitative edge that we need for a smaller U.S. Air Force today, one that's about 40 percent smaller than in years past.

I'll tell you, just the idea and the construction in some bases, you can see it right away. The troops not only want to make a career decision and stay at the 8-year point, but something happens. There's just an appreciation that they feel we're trying to do the right things by them. All of a sudden, the hours and the amount of work that they give doesn't become a factor any longer. We've won over their hearts, not just their minds. And when you win over their hearts, they'll do just about anything for you.

Mr. HEFLEY. Thank you very much.

Mr. Browder?

Mr. BROWDER. I have no questions, Mr. Chairman.

Mr. HEFLEY. Mr. Jones?

Mr. JONES. Just one, Mr. Chairman

I would like to ask Sergeant Major Lee—I represent the 3d District of North Carolina, and I'm proud to say that in my district is Seymour Johnson Air Force Base and Cherry Point Marine Air Station. I was told that I could claim Camp Lejeune as mine, since I sit on the National Security Committee.

As you know, we had Hurricane Bertha that came through a couple of weeks ago. It has been reported to me that roughly \$20 million worth of damage was done at Camp Lejeune. I would like to know, in your opinion, does the Marine Corps have sufficient funding levels to make these repairs?



Sergeant Major LEE. I'm glad you brought that up, sir. It was not in my testimony.

You've got the same numbers as I've got, of which I was told—the last I got was that \$7.1 million of that was damage to family housing.

To answer your question, sir, we can realign and come up with \$20 million, but no, we don't have it. We need that additional funding, sir.

Mr. JONES. I appreciate your comment. I have talked to the chairman and his staff, and they are certainly aware of the problems that we have because of Hurricane Bertha. We're going to try to do what we can, working with the Navy, to see if we can help you recover the \$20 million.

Sergeant Major LEE. Thank you.

Mr. JONES. Thank you. That's all I had, Mr. Chairman.

Mr. HEFLEY. We thank you all very much.

We have maybe one other question. Because we're going to be talking about family support with the next panel, I would just be curious.

We are in a period of upbeat, high tempo, increasing the extended deployments. How adequate do you feel the family support has been, and what kind of reaction are you getting from your folks? Do the enlisted personnel and their families have serious or significant concerns about the family support?

Sergeant Major MCKINNEY. Sir, given the fact that about 3 weeks ago I visited Bosnia, and spent some time in Germany, one of the prevailing questions I had for the soldiers in Bosnia was how important was family support.

To every soldier who was asked that—and I visited over 4,000 soldiers in that length of time—each one of them who was involved in family support said that it was absolutely critical. It is critical because it is a part of readiness. It absolutely assured the soldier that the family is being cared for, while at their forward deployed stations, that their family was being look after by those in the rear.

It is so important to allow a peace of mind with the soldier, to ensure that he or she can focus on what is at hand. Obviously, it is very important in Bosnia because of the mine-infested area in which they're working. Therefore, having a conflict of interest in their thoughts about whether their family is being cared for and looked after was very important.

So from the soldiers perspective in Bosnia, for the most recent deployment we have, it is absolutely critical and they made that point at each location I visited.

Sergeant Major LEE. Sir, I will say first of all that we go to great lengths, from day one, to make sure our Marines understand that self-reliance is the best way to go. We try to give them all the help we can in how to prepare for everything to avoid the necessity for support. But, having said that, yes, the Marine Corps is moving rapidly forward in areas of family support of all types.

Ironically, where we have lagged in some areas, we are very, very close to meeting the DOD standard for our ability to provide quality child care at the numbers we're expected to. In fact, we believe that by the end of 1997, we will be at the DOD standard. Of course, we want to exceed that.

We're working very hard with what we call a Marine Corps family team building program. In fact, I will compliment the Army here by saying we have stolen that from them. My wife and Mrs. Krulak and various other fine ladies are volunteering their time to get that on track.

We believe we're going the right way. We truly do recognize the importance of our families being cared for, to the extent we possibly can. Again, we do teach self-reliance and we really lean on our people to make them understand that you can only expect so much from your command, your Corps, your country. Some of those things you take on. You are responsible for yourselves before anybody else is.

Thank you, sir.

Chief Petty Officer HAGAN. I think as you phrased the question, sir, how satisfied are we with family support, I have to tell you that I'm very satisfied. If family support is taken to mean the amount of effort, the amount of energy, and the amount of genuine interest and care, I am very satisfied.

Family support, though, is an awfully big, nonspecific and vague term. The example I gave you of the great housing in San Diego that makes the family so safe and so happy, and makes life so much better, there is a 3- to 5-year wait to get into that housing. San Diego is the home of 25 percent of the Navy.

So if family support is defined as the way I would prefer to define it, to include those things such as housing, we have clear needs in the family housing area, that privatization and some partnership initiatives that are being explored now will help with, the VHA local area floor, or the minimum VHA that this body is dealing with at the present time must be addressed.

I'm not sure in what form the final resolution to that issue will be, but it needs to be addressed, to have a minimum level of adequacy for the heart of family support, being family housing.

But to go back to the positive end, and a very sincerely positive end, the answer is I'm very happy with family support, with the energy and the care and concern and the momentum that we have, sir.

Chief Master Sergeant CAMPANALE. I have often said that in the U.S. Air Force we recruit an individual and we retain a family. When we do that, they become part of a bigger family, the Air Force family.

Our family support centers themselves have performed magnificently. I am most pleased with the caliber of support they give to us.

But the family support system itself just doesn't take care of the troops when they're deployed, either. Much of their work is done when the troops are at home—financial management, personal affairs. They become a central point for referral agencies or to sort people out to head them in the right direction, so they can get the information they need to carry on in their lives.

If I were to say one thing about family support, it is that we need more of it, because those are the types of things that make our Air Force tick and make us work together as a team and a family.

Mr. HEFLEY. Well, thank you very much. I appreciate the panel. [The following questions were submitted for the record:]



UNITED STATES ARMY  
THE SERGEANT MAJOR  
WASHINGTON, D.C. 20310-0200



October 7, 1996

Honorable Joel Hefley  
Chairman  
Subcommittee on Military Installations  
and Facilities  
Committee on National Security  
House of Representatives  
Washington, DC 20515

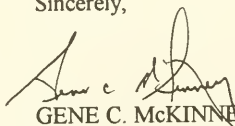
Dear Mr. Chairman:

Mr. Hefley, I want to personally say thanks for your continuous concerns for soldiers and their families. The type of questions that you have asked is a clear indication that you have focused on the heart of soldier issues. I certainly hope these answers will give you the necessary leverage to assist the Army leadership in maintaining a ready force.

If there is any other questions that you may have, please don't hesitate to call.

*"In Touch With America"*

Sincerely,

  
GENE C. McKINNEY  
Sergeant Major of the Army

QUESTION FOR THE RECORD  
HOUSE NATIONAL SECURITY COMMITTEE  
MILITARY INSTALLATIONS AND FACILITIES SUBCOMMITTEE  
HEARING ON QUALITY OF LIFE INFRASTRUCTURE  
JULY 30, 1996

QUESTION # 1

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BARRACKS AND DORMITORIES

Mr. Hefley. In your view, would enlisted personnel prefer to live on the economy or on base? What are the principal complaints of personnel living in barracks and dormitories?

SMA McKinney. The Tri-Service barracks survey, conducted in May 1992, graphically illustrates single soldier dissatisfaction with barracks living and a definite preference of most soldiers to live on the economy. According to survey results, primary complaints with barracks life are lack of privacy, inadequate living space and lack of storage space. The Army has developed a barracks strategy which addresses these and other barracks problems through dedicating a large portion of Military Construction dollars for building/renovating barracks to the new 1+1 standard.

QUESTION FOR THE RECORD  
HOUSE NATIONAL SECURITY COMMITTEE  
MILITARY INSTALLATIONS AND FACILITIES SUBCOMMITTEE  
HEARING ON QUALITY OF LIFE INFRASTRUCTURE  
JULY 30, 1996

QUESTION #2

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BARRACKS AND DORMITORIES

Mr. Hefley. From a training perspective, would you prefer to have junior enlisted personnel on base?

SMA McKinney. From a training perspective, I prefer junior enlisted personnel on base. Preparation time to ensure soldiers and their equipment are ready for training is reduced. Also, if training tasks or conditions change, the soldiers personal equipment is more readily available.

QUESTION FOR THE RECORD  
HOUSE NATIONAL SECURITY COMMITTEE  
MILITARY INSTALLATIONS AND FACILITIES SUBCOMMITTEE  
HEARING ON QUALITY OF LIFE INFRASTRUCTURE  
JULY 30, 1996

QUESTION # 3

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DEFENSE SCIENCE BOARD  
TASK FORCE ON QUALITY OF LIFE

Mr. Hefley: How, in your judgment, have the services responded to the report of the Defense Science Board Task Force on Quality of Life (the Marsh Task Force)? Has the response been adequate?

SMA McKinney: Each of the military services has taken action to improve challenges highlighted by the task force report. Efforts include improving military housing, supporting post-secondary education, identifying and correcting sub-standard physical fitness centers, providing enhanced family support programs, and insuring the availability of affordable child care. In my opinion, with the support of Congress, we have made an adequate start, but we need to continue that momentum.

QUESTION FOR THE RECORD  
HOUSE NATIONAL SECURITY COMMITTEE  
MILITARY INSTALLATIONS AND FACILITIES SUBCOMMITTEE  
HEARING ON QUALITY OF LIFE INFRASTRUCTURE  
JULY 30, 1996

QUESTION # 4

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FAMILY HOUSING

Mr. Hefley: Budget pressures are leading some of the services to a choice between the construction of new homes versus the rehabilitation of existing units. We would prefer to tackle both problems at the same time. Based on the comments you hear from individual personnel, should we be putting more funding into one type of housing activity over another?

SMA McKinney: The Army has a significant number of family housing units in the existing inventory that are inadequate and require major upgrade to bring them up to current standards of adequacy and habitability. Therefore, the Army is placing emphasis on whole neighborhood revitalization through renovation or replacement rather than construction of additional houses. This, in turn, reduces ongoing maintenance, repair, and energy costs. Service members are pleased with the results of this revitalization program. With maintenance funding at inadequate levels to fully maintain our existing inventory, the Army has determined that it is more prudent to care for existing structures than to build additional units, which would only further stretch our maintenance resources.



QUESTION FOR THE RECORD  
HOUSE NATIONAL SECURITY COMMITTEE  
MILITARY INSTALLATIONS AND FACILITIES SUBCOMMITTEE  
HEARING ON QUALITY OF LIFE INFRASTRUCTURE  
JULY 30, 1996

QUESTION # 5, BULLETS 1&2

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FAMILY HOUSING

Mr. Hefley. Last year Congress provided authority for the Department of Defense to undertake a three-year pilot program to buy down interest rates on VA home loans for qualified military personnel. The pilot program, targeted at active-duty enlisted personnel, warrant officers, and officers at a pay grade of O-3 and below, has not been executed by the Department.

Do you believe such a program would be beneficial?

SMA McKinney. I believe such a program would be beneficial when funded (currently, the Military Housing Assistance Act is not funded). This program would reduce mortgage payments for three years for those soldiers able to meet VA loan qualifications at installations designated by the Secretary of Defense as a housing shortage area.

Mr. Hefley. In your experience and judgment, should we encourage junior enlisted personnel with families to go out on the economy or should we try to bring more of them into the base environment?

SMA McKinney. We should encourage junior enlisted personnel with families to live on the economy, however; they should not have to pay a penalty to do so in terms of higher out-of-pocket expenses. In other words, they should not be paying more than their counterparts who live on post. If we could eliminate out-of-pocket expenses while housing more junior enlisted personnel on the economy, we would increase housing choices and improve quality of life.

QUESTION FOR THE RECORD  
HOUSE NATIONAL SECURITY COMMITTEE  
MILITARY INSTALLATIONS AND FACILITIES SUBCOMMITTEE  
HEARING ON QUALITY OF LIFE INFRASTRUCTURE  
JULY 30, 1996

QUESTION # 6

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FAMILY HOUSING

Mr. Hefley. The square footage limitations on construction were devised some time ago. Do existing standards provide enough room for today's families?

SMA McKinney. A July 1990 study by the National Association of Home Builders compared the size of military family housing to that available in the private sector. The study indicated that the current square footage limitations provide two-and three-bedroom units that somewhat exceed the size of existing private sector family houses. However, four-and five-bedroom units are undersized compared to homes available in the private sector. The National Defense Authorization Act for Fiscal Year 1996 (P.L. 104-106) provides authority to waive existing space limitations for five years. This authority is considered adequate to permit construction of homes with sufficient square footage to meet Army requirements.

QUESTION FOR THE RECORD  
HOUSE NATIONAL SECURITY COMMITTEE  
MILITARY INSTALLATIONS AND FACILITIES SUBCOMMITTEE  
HEARING ON QUALITY OF LIFE INFRASTRUCTURE  
JULY 30, 1996

QUESTION # 7

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FAMILY HOUSING

Mr. Hefley. With regard to the quality of military housing, what are the principal complaints?

SMA McKinney. The principal complaints are congested housing areas, insufficient parking, and antiquated kitchens, bathrooms, and floorplans. Lead-based paint and asbestos are also frequently cited problems.

QUESTION FOR THE RECORD  
HOUSE NATIONAL SECURITY COMMITTEE  
MILITARY INSTALLATIONS AND FACILITIES SUBCOMMITTEE  
HEARING ON QUALITY OF LIFE INFRASTRUCTURE  
JULY 30, 1996

QUESTION # 8

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FAMILY HOUSING

Mr. Hefley. From your perspective, is maintenance of family housing units and military neighborhoods a problem? If so, how serious a problem is it?

SMA McKinney. Yes, maintaining the Army's aged on-post family housing is a continuing need; that is why the Capital Venture Initiatives legislation which your committee has played a key role in is needed. The Army is spending substantial amounts on repairs in Fiscal Year 1996 to correct previous shortfalls, but the problem will persist until we can renovate or replace approximately two-thirds of our family housing. I support efforts to obtain more Army Family Housing appropriations, private capital investment, and host nation support to provide a better family housing quality of life.

QUESTION FOR THE RECORD  
HOUSE NATIONAL SECURITY COMMITTEE  
MILITARY INSTALLATIONS AND FACILITIES SUBCOMMITTEE  
HEARING ON QUALITY OF LIFE INFRASTRUCTURE  
JULY 30, 1996

QUESTION # 9

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FAMILY HOUSING

Mr. Hefley. Does the quality of housing affect the feelings of families about their tenure in the service? Put another way, does inadequate on-post housing have a negative effect on the willingness of military families to stay in the service?

SMA McKinney. The quality of on-post family housing is definitely one of several factors that military families consider when deciding whether to remain in the service. Currently, approximately 76 percent of on-post family housing does not meet today's housing standards. This is one reason why we need to improve the way we are providing family housing. The Army is exploring several options to improve the quality of on-post family housing through the recently authorized Military Housing Privatization Initiative.

QUESTION FOR THE RECORD  
HOUSE NATIONAL SECURITY COMMITTEE  
MILITARY INSTALLATIONS AND FACILITIES SUBCOMMITTEE  
HEARING ON QUALITY OF LIFE INFRASTRUCTURE  
JULY 30, 1996

QUESTION #10

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FAMILY HOUSING

Mr. Hefley. To any observer there are historic and noticeable differences between the services in quality of on-base housing.

Do these differences have an effect on family morale?

Have you experienced noticeable differences in the quality of housing between duty stations? What effect, if any, have those differences had on your family?

SMA McKinney. The differences between services mainly involve funding of maintenance and repair philosophies and do not affect family morale. The differences in family housing between installations in the Army is substantial. There may be some impact on family morale but not as great as when a member must live on the economy and pay large out-of-pocket expenses.

QUESTION FOR THE RECORD  
HOUSE NATIONAL SECURITY COMMITTEE  
MILITARY INSTALLATIONS AND FACILITIES SUBCOMMITTEE  
HEARING ON QUALITY OF LIFE INFRASTRUCTURE  
JULY 30, 1996

QUESTION #11

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FAMILY HOUSING

Mr. Hefley. In your experience, would most military families prefer to live on-post or on the economy? How has the current rate of deployment affected those judgments?

SMA McKinney. Given the current state of the Army with its frequent deployments, unaccompanied tours, and out-of-pocket expenses, most families would prefer to live on-post.



QUESTION FOR THE RECORD  
HOUSE NATIONAL SECURITY COMMITTEE  
MILITARY INSTALLATIONS AND FACILITIES SUBCOMMITTEE  
HEARING ON QUALITY OF LIFE INFRASTRUCTURE  
JULY 30, 1996

QUESTION #12

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FAMILY HOUSING

Mr. Hefley. How do quarters generally compare to living on the economy? How adequate is BAQ/VHA?

SMA McKinney. Quarters that have been renovated to modern standards compare favorably; unrenovated quarters do not compare favorably. Housing allowances have not kept pace with rising housing costs. Consequently, our soldiers spend a larger portion of their income for housing.

QUESTION FOR THE RECORD  
HOUSE NATIONAL SECURITY COMMITTEE  
MILITARY INSTALLATIONS AND FACILITIES SUBCOMMITTEE  
HEARING ON QUALITY OF LIFE INFRASTRUCTURE  
JULY 30, 1996

QUESTION #13

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QUALITY OF LIFE INFRASTRUCTURE

Mr. Hefley. What are the principal challenges for military personnel, married and unaccompanied, stationed abroad?

SMA McKinney. The Army's most pressing overseas quality of life challenges are to take care of service members' and their families' housing and family support needs.

Service members and their families living overseas rely on installations to provide shelter, food, schools, child care, stores, places to worship, fitness, and recreational and entertainment facilities. The fiscal year 1997 budget ensures an adequate quality of life structure including family programs such as Child Development Centers, Army Community Services, and Youth Programs. We are also providing a comprehensive program to support families of members deployed to Bosnia.

We are renovating barracks and family housing using residual value/payment-in-kind in Germany, and we are requesting an additional \$6.4 million in fiscal year 1997 for revitalization of family housing in Italy.

In Korea, unaccompanied personnel housing is our major concern, and we are requesting \$30 million annually for new barracks construction. Republic of Korea funded construction is also providing \$65 million for facility projects, including barracks and other quality of life facilities.

The fiscal year 1997 budget addresses the housing and family support needs of service members and ensures an adequate quality of life structure for our forces stationed abroad.

QUESTION FOR THE RECORD  
HOUSE NATIONAL SECURITY COMMITTEE  
MILITARY INSTALLATIONS AND FACILITIES SUBCOMMITTEE  
HEARING ON QUALITY OF LIFE INFRASTRUCTURE  
JULY 30, 1996

QUESTION #14

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QUALITY OF LIFE INFRASTRUCTURE

Mr. Hefley. What are the principal complaints about OCONUS Deployments?

SMA McKinney. The duration and frequency of deployment is a principal concern to soldiers. Army soldiers have experienced a 300 percent increase in mission requirements since 1989. The Army's average yearly deployment rate increased from 4.2 percent in fiscal year 1995 to 6 percent in fiscal year 1996. Soldiers who deployed in fiscal year 1995 were away from home station for an average of 138 days. As a result of deployments to Operation Joint Endeavor in Bosnia, the average for deployed soldiers rose to approximately 235 days in fiscal year 1996.

Careful monitoring reveals there are no signs of retention problems at this time. However, the separation associated with the increased number and duration of deployments places a strain on Army families. Soldiers are willing to endure the often austere conditions associated with deployments but want to know that the Army will provide for their families during the deployment. Therefore, given available resources, the Army endeavors to provide the best possible living conditions and community services for soldiers' families. Among the quality of life issues discussed with me by soldiers throughout the Army are family housing and child care. Additionally, the Army strongly supports family programs which prepare soldiers and family members for the growing number of deployment operations. For example, United States Army, Europe activated 21 Family Assistance Centers in support of Operation Joint Endeavor. These centers are a one-stop central point for information and services for families of deployed soldiers.

In short, operational deployments are a fact of life for many soldiers today. However, the Army is making every effort to ensure that soldiers' families are taken care of while they are deployed.

QUESTION FOR THE RECORD  
HOUSE NATIONAL SECURITY COMMITTEE  
MILITARY INSTALLATIONS AND FACILITIES SUBCOMMITTEE  
HEARING ON QUALITY OF LIFE INFRASTRUCTURE  
JULY 30, 1996

QUESTION #15

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QUALITY OF LIFE INFRASTRUCTURE

Mr. Hefley. Does quality of life abroad vary by region? Please comment on housing and basic facilities in Europe and Asia. Are we investing enough in basic living requirements for personnel stationed abroad?

SMA McKinney. The Army faces similar quality of life infrastructure challenges in both Europe and Asia: providing quality housing and improving single soldiers' living conditions. However, since the majority of tours to Korea are unaccompanied, a greater emphasis is placed on barracks projects to enhance quality of life in that region.

The Army's overseas quality of life goal, irrespective of region, is to take care of service members' and their families' housing and family support needs. Service members and their families living overseas rely on installations to provide shelter, food, schools, child care, stores, places to worship, fitness, and recreational and entertainment facilities. The fiscal year 1997 budget ensures an adequate quality of life structure, including family programs such as Child Development Centers, Army Community Services, and Youth Programs. We are also providing a successful program to support families of members deployed to Bosnia.

In Europe, we are renovating barracks and family housing using residual value/payment-in-kind in Germany, and we are requesting an additional \$6.4 million in fiscal year 1997 for revitalization of family housing in Italy.

In Korea, unaccompanied personnel housing is our major concern, and we are requesting \$30 million per year to build new barracks there. Republic of Korea-funded construction is also providing \$65 million for facility projects including barracks and other quality of life facilities.

Given available resources and the requirement to invest in quality of life programs across the Army, the military construction program coupled with host nation funding maintains an adequate investment in basic living requirements for personnel stationed abroad.

QUESTION FOR THE RECORD  
HOUSE NATIONAL SECURITY COMMITTEE  
MILITARY INSTALLATIONS AND FACILITIES SUBCOMMITTEE  
HEARING ON QUALITY OF LIFE INFRASTRUCTURE  
JULY 30, 1996

QUESTION #16

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PHYSICAL FITNESS CENTERS

Mr. Hefley: Could you describe the importance of physical fitness centers to military personnel?

SMA McKinney: Physical fitness centers are essential to the readiness and combat-effectiveness of the Army. Every soldier must be physically fit regardless of age or duty assignment. Physical fitness centers on Army installations afford soldiers the opportunity to maintain their fitness. These facilities enhance community life and provide an environment that attracts and retains quality people. From a philosophical view, our soldiers do not do well when they are not well. Physical fitness centers are the platforms that help facilitate soldiers in feeling well. Additionally, physical fitness centers create an environment to further develop positive human relationships and enhance team building.

QUESTION FOR THE RECORD  
HOUSE NATIONAL SECURITY COMMITTEE  
MILITARY INSTALLATIONS AND FACILITIES SUBCOMMITTEE  
HEARING ON QUALITY OF LIFE INFRASTRUCTURE  
JULY 30, 1996

QUESTION #17

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PHYSICAL FITNESS CENTERS

Mr. Hefley. What is your assessment of the current state of infrastructure to support physical fitness among the troops?

SMA McKinney. The physical fitness infrastructure in the Army, which includes physical fitness centers, playing fields, swimming pools, running tracks, etc., is deemed marginally adequate. However, replacement of aging facilities and proper maintenance of middle-aged facilities is required.

QUESTION FOR THE RECORD  
HOUSE NATIONAL SECURITY COMMITTEE  
MILITARY INSTALLATIONS AND FACILITIES SUBCOMMITTEE  
HEARING ON QUALITY OF LIFE INFRASTRUCTURE  
JULY 30, 1996

QUESTION #18

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PHYSICAL FITNESS CENTERS

Mr. Hefley: Do improvements to existing facilities, or the construction of new facilities, receive as much attention from the service leadership as they deserve?

SMA McKinney: Improvements to facilities and construction of new facilities receive constant attention from service leadership. They rank high among the Army's priorities.



QUESTION FOR THE RECORD  
HOUSE NATIONAL SECURITY COMMITTEE  
MILITARY INSTALLATIONS AND FACILITIES SUBCOMMITTEE  
HEARING ON QUALITY OF LIFE INFRASTRUCTURE  
JULY 30, 1996

QUESTION #19

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CHILD DEVELOPMENT CENTERS

Mr. Hefley. What are the principle challenges facing military families in need of child care facilities?

SMA McKinney. Army families living at installations with child care waiting lists face the possibility of spouses waiting to work or seeking expensive or unsatisfactory off-post options. To combat this problem, the Army has implemented an aggressive plan to size our installation child care programs to meet the need. The Child Development Services (CDS) staff at every installation completes the installation Child Care Availability Plan and updates it annually, evaluating the best use of facility space, determining the optimum number of Family Child Care (FCC) homes, and implementing on- and off-post alternative care options to meet the installation child care need.

In order to maintain available and affordable child care, CDS reconfigured the mix of services provided in child development centers, FCC homes, and Supplemental Programs and Services to make the program more responsive and flexible. This minimizes the need for new construction and capital expenditures, encourages the use of adequate off-post programs, and allows installations to meet unique requirements for specialized care in FCC homes to accommodate soldier duty hours. The Army expects to expand child care availability to meet the DOD goal to satisfy 65 percent of the demand by fiscal year 1998.

QUESTION FOR THE RECORD  
HOUSE NATIONAL SECURITY COMMITTEE  
MILITARY INSTALLATIONS AND FACILITIES SUBCOMMITTEE  
HEARING ON QUALITY OF LIFE INFRASTRUCTURE  
JULY 30, 1996

QUESTION #20

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CHILD DEVELOPMENT CENTERS

Mr. Hefley. Some have suggested that the military services get out of the business of building child development centers with military construction dollars and, instead, move even more aggressively toward a system of in-home day care and reliance on private providers. What is your view?

SMA McKinney. In general, the Army is limiting its construction of new child development centers to replacing deficient facilities and expanding facilities in locations where other child care options are unavailable.

The Army's strategy is to diversify the sources of care and maintain a balance of quality child care options that are cost effective and responsive to the changing needs of the military and civilian workforce. One of those strategies is to expand the Family Child Care (FCC) program by offering subsidies as incentives to recruit and maintain FCC providers. However, despite our best efforts, the number of FCC homes has decreased. This is partially due to installation downsizing. The Army is attempting to outsource off-post private sector spaces to supplement Child Development Services programs and work with local licensing agencies to establish off-post FCC homes.

QUESTION FOR THE RECORD  
HOUSE NATIONAL SECURITY COMMITTEE  
MILITARY INSTALLATIONS AND FACILITIES SUBCOMMITTEE  
HEARING ON QUALITY OF LIFE INFRASTRUCTURE  
JULY 30, 1996

QUESTION #21

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HOUSING OFFICES

Mr. Hefley. Some have suggested that housing offices are unnecessary overhead. How important are housing referral offices to military personnel? What would you change about the housing referral system?

SMA McKinney. As long as the Army houses more than 60 percent of its soldiers off-post, and 70 percent of them are junior enlisted, the Army will need housing referral offices. They are very important in finding safe, affordable off-post housing in the shortest time possible, thereby enhancing the quality of life for relocating soldiers and their families. The enhancement of referral offices in terms of grades and staffing would allow them to play a more active role in developing community relations and assets. It would allow development of a set-aside program that reduces or eliminates out-of-pocket expenses by obtaining rental units for the amount of a soldier's allowances without a security deposit or a credit check. This program not only benefits families but also the growing number of unaccompanied personnel using housing referral services.

HOUSE NATIONAL SECURITY COMMITTEE  
SUBCOMMITTEE ON MILITARY INSTALLATIONS AND FACILITIES  
HEARING ON: EFFECT OF MILITARY HOUSING  
30 JULY 1996  
QUESTIONS FOR THE RECORD  
QUESTION 1

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BARRACKS AND DORMITORIES

**Representative Hefley:** In your view, would enlisted personnel prefer to live on the economy or on base? What are the principal complaints of personnel living in the barracks and dormitories?

**Master Chief Hagan:** Surveys indicate that 65-70 percent of enlisted personnel would definitely prefer to live off-base and another 15 percent would probably move off base if they were offered BAQ/VHA. However, the Navy believes that there are several reasons to provide on-base housing for permanent party E1-E4s including: (1) in many cases junior enlisted personnel cannot afford to live off-base, (2) teenagers/young adults are sometimes not mature enough to live off-base, (3) transportation is a problem / additional cost for young Sailors living off-base, (4) living on-base reinforces the teamwork principles essential to Navy life, provides an opportunity for Navy ethos training, and helps indoctrinate young Sailors into the Navy way of life.

The principal complaints are lack of privacy and security. In response to these complaints, the Navy is moving to the 1+1 standard for permanent party personnel which will provide lockable room and a lockable walk-in closet for each person, as well as providing dead bolts and night latches on each sleeping room.

HOUSE NATIONAL SECURITY COMMITTEE  
SUBCOMMITTEE ON MILITARY INSTALLATIONS AND FACILITIES  
HEARING ON: EFFECT OF MILITARY HOUSING  
30 JULY 1996  
QUESTIONS FOR THE RECORD  
QUESTION 2

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BARRACKS AND DORMITORIES

**Representative Hefley:** From a training perspective, would you prefer to have junior personnel on-base?

**Master Chief Hagan:** For recruit training and "A" school training it is essential for the students to be housed on base. Most of these students are E1s and will be reporting for sea duty upon graduation. Training effectiveness is enhanced and it is cost effective to require all recruits and "A" school students to be housed on base. In addition, as mentioned above, there are benefits such as exposure to informal training that helps integrate our young Sailors into the Navy.

HOUSE NATIONAL SECURITY COMMITTEE  
SUBCOMMITTEE ON MILITARY INSTALLATIONS AND FACILITIES  
HEARING ON: EFFECT OF MILITARY HOUSING  
30 JULY 1996  
QUESTIONS FOR THE RECORD  
QUESTION 3

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DEFENSE SCIENCE BOARD TASK FORCE ON QUALITY OF LIFE

**Representative Hefley:** How, in your judgment, have the Services responded to the report of the Defense Science Board Task Force on Quality of Life (the Marsh Task Force)? Has that response been adequate?

**Master Chief Hagan:** Our Navy, with much assistance from the Secretary of Defense, Dr. William Perry, has established a road map for action to improve the quality of life of Sailors. Supporting Sailors and their families is our priority. Efforts are directed at voluntary education, family and single Sailor housing facilities, improved family service centers, family advocacy, exchanges and commissaries. The Navy is putting long overdue emphasis on voluntary, off-duty education. By the end of this calendar year every ship afloat will have computer delivered college courses available, and even better, each PACE unit will be equipped with a functional skills (academic skills refresher) course. The Navy is on track to reach the 65% goal of child care funding by 2003. Funding for family centers is geared to increase counseling and improved services. Health and physical readiness equipment and facilities have also received the best upgrade. Through dynamic leadership, Navy is bringing Morale, Welfare and Recreation programs to the same level enjoyed by our sister Services. Navy's vision is to provide seamless quality of life support that is transparent across the Services. It remains one of our highest priorities. Sailors have noticed and expressed gratitude!

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FAMILY HOUSING

**Representative Hefley:** Budget pressures are leading some of the Services to a choice between the construction of new homes versus the rehabilitation of existing units. We would prefer to tackle both problems at the same time. Based on the comments you hear from individual personnel, should we be putting more funding into one type of housing activity over another?

**Master Chief Hagan:** Ideally, the family housing program would strike a balance between increasing the supply of suitable housing for families while supporting a prudent program to re-capitalize existing facilities through revitalization or replacement. Given past uncertainties about base and force structure, the Navy under-programmed the construction of new housing and, instead, emphasized reinvestment in our existing inventory. That emphasis continues to be reflected in our budget requests.

As a result of the FY 1996 public/private venture authorities, we have new tools at our disposal to increase the supply of housing and revitalize our inventory. Rather than shift resources from one program to another, we should leverage the resources we already have and increase our buying power. Our limited partnership initiatives at Corpus Christi, Texas, and Everett, Washington, are good examples of this "multiplier" effect. With a \$9.5 million investment, the Navy has entered into an agreement with a private entity for the construction of over 400 new homes in the Corpus Christi/Ingleside/Kingsville, Texas, area. We're leveraging our resources at a ratio of approximately two-and-a-half to one. Clearly we must continue to go forward and achieve housing equity with other branches of the Armed Forces.



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FAMILY HOUSING

**Representative Hefley:** Last year Congress provided authority for the Department of Defense to undertake a three-year pilot program to buy-down interest rates on VA home loans for qualified military personnel. The pilot program, targeted at active duty enlisted personnel, warrant officers, and officers at a pay grade of O-3 and below, has not been executed by the Department.

- Do you believe such a program would be beneficial?
- In your experience and judgment, should we encourage junior enlisted personnel with families to go out on the economy or should we try to bring more of them into the base environment?

**Master Chief Hagan:** Any program that helps families achieve the "American Dream" of owning their own home is beneficial. Approximately 44 percent of Navy families own their own home, according to the last VHA survey. Among junior enlisted (E1-E6) families, 35 percent are homeowners. In comparison, according to Census data, approximately 65 percent of the households nationwide are homeowners. Initiatives, such as VA buy-down legislation, should help increase the rate of home ownership among our families. Navy families, especially the junior enlisted, should make an informed decision based on all the facts. They need to weigh the advantages and risks associated with purchasing their own home and make the decision that's best for them. That's where we can help, either through housing referral services, allowance reforms, or the "home basing" initiative that can provide an assurance to the Sailor that he or she will spend the majority of their career in a single location, allowing them to establish roots in a community.

According to the VHA survey, almost two-thirds of the junior enlisted families prefer to live off base. However, they often end up on waiting lists for military housing for financial or other reasons. A primary factor is that families living in the private sector pay over 19 percent of their housing costs "out of pocket" while their counterpart who lives in military housing merely forfeits their housing allowances. Our housing and compensation policies should be designed to help our families select the housing of their choice, as much as possible.

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FAMILY HOUSING

**Representative Hefley:** The square footage limitations on construction were devised some time ago. Do existing standards provide enough room for today's families?

**Master Chief Hagan:** Overall, the military construction size limitations provide adequate space for our families. A 1990 study by the National Association of Home Builders (NAHB) indicated that the size of the two- and three-bedroom homes we build are comparable to those in the private sector. However, for larger homes such as four- and five-bedrooms, the homes we build are somewhat smaller than homes built in the private sector. NAHB is currently analyzing a comparison of private sector and military family housing and those built in the private sector.

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FAMILY HOUSING

**Representative Hefley:** With regard to the quality of military housing, what are the principal complaints?

**Master Chief Hagan:** The principal complaints the Navy hears from its families are the poor condition of some existing government homes, the shortage of government homes, and the lack of affordable and suitable off-base housing. Many locations have fully adequate quarters and reasonable off base options in the civilian community. Unfortunately, many locations do not; San Diego is our most densely populated Navy concentration. Nearly 25% of the Navy is stationed in and near San Diego and family housing waiting lists are long. Some families do not become eligible for assignment until over 75% of the way through their three-year tour. This is exacerbated by the fact that the majority of Sailors in San Diego are assigned to ships and deploying squadrons and are separated from their families for half to two-thirds of their tour of sea duty. In the Pacific Northwest, where BRAC impact has greatly increased the Navy's presence, we have similar problems.

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FAMILY HOUSING

**Representative Hefley:** From your perspective, is maintenance of family housing units and military neighborhoods a problem? If so, how serious is it?

**Master Chief Hagan:** The condition of our homes, infrastructure, and neighborhoods has been a serious problem. Because of chronic under-funding in the area of maintenance and capital investment, the family housing revitalization backlog reached \$2.6 billion. This has an effect on our families, who feel they are living in substandard housing. Beginning in FY 1994, the Navy began to address this issue in an aggressive manner by significantly increasing the amount of funding for maintenance, revitalization, and replacement.

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FAMILY HOUSING

**Representative Hefley:** Does the quality of housing affect the feelings of families about their tenure in the service? Put another way, does inadequate on-post housing have a negative effect on the willingness of military families to stay in the service?

**Master Chief Hagan:** Retention decisions are based on a combination of factors. From my perspective, the quality of housing contributes to the overall perception of the Navy's ability or willingness to provide an adequate quality of life. If we offer inadequate or deteriorated homes to Navy families, they will treat our professed commitment to quality of life with skepticism. Our efforts to replace old, dilapidated homes at Moanalua Terrace at Pearl Harbor, and convert nondescript, deteriorated homes at the Chesterton and Strand neighborhoods in San Diego to highly desirable housing, serve as concrete examples of our commitment to quality of life. Sailors are beginning to be convinced of the sincerity of our efforts. It is a significant retention factor which simply cannot be alternately ignored and frenetically worked as we have done in the past. We must take a steady strain and continuously meet our annual goals.

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FAMILY HOUSING

**Representative Hefley:** To any observer there are historic and noticeable differences between the Services in the quality of on-base housing.

- Do these differences have any effect on family morale?
- Have you experienced noticeable differences in the quality of housing between duty stations? What effect, if any, have those differences had on your family?

**Master Chief Hagan:** I hear many comments and answer letters that convince me that there is an important effect. Take Oahu for example, where all the Services have installations and housing that are in reasonably close proximity to each other. A Navy family living in rundown housing can walk around the corner and see attractive Air Force housing which causes them to question the Navy's ability to take care of its own. We've begun to address that problem through our emphasis on improving the quality of Navy housing worldwide.

I have often seen significant differences in the quality of housing during my travels. In some locations, we fall short. In a few locations, we have achieved a degree of equity.

Most troubling of all, however, is the fact that Army and Air Force can each house a significantly higher number of their married personnel than Navy. This situation is greatly exacerbated by the fact that Sailors serve in the highest cost of living areas and spend considerably more time separated from their families than their counterparts in the other Services. These are significant issues. Navy simply must be more adequately funded for housing until a rough equity with other Services is attained.

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FAMILY HOUSING

**Representative Hefley:** In your experience would most military families prefer to live on post or on the economy? How has the current rate of deployment affected those judgments?

**Master Chief Hagan:** According to the 1996 VHA survey, almost two-thirds of Navy families prefer to live on the economy. This stands in contrast to the lengthy waiting lists I encounter for military housing at many locations. Many families feel compelled to opt for military housing for economic, support network, or other reasons. For example, given the gap between housing allowances and housing costs there is a financial incentive for families to want to move into Government quarters. In addition to the financial incentive, families desire the proximity to community and personnel support activities afforded by base housing. Separation brought about by deployment factors into this. I believe it is a combination of these factors that affect families' preference for or pursuit of military housing.



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FAMILY HOUSING

**Representative Hefley:** How do quarters generally compare to living on the economy? How adequate is BAQ/VHA?

**Master Chief Hagan:** The most important comparison between military housing and its private sector counterpart is the cost to the family. Families merely forfeit their housing allowance when they occupy quarters. Families who live in the private sector, however, absorb almost 20 percent of their housing costs out of pocket. BAQ/VHA was intended to cover 85 percent of the total housing costs. Until the gap between real and intended out of pocket costs is closed, BAQ/VHA will remain inadequate. Dr. Perry's Quality of Life plus-up is slowly making up some ground, but as presently programmed it will not be sufficient.

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OCONUS HOUSING AND QUALITY OF LIFE

**Representative Hefley:** What are the principal challenges for military personnel, married and unaccompanied, stationed abroad?

**Master Chief Hagan:** Overseas assignments can either be an exciting opportunity or an intimidating hardship. The principal challenges associated with overseas assignments are socioeconomic and cultural. Housing costs are often exorbitant. It is not unusual for landlords overseas to demand significant up-front payments or deposits. The quality of housing also is much different than one expects state-side. Things that are taken for granted here, such as cabinets, closets, reliable electrical service, potable water, etc., are difficult to find overseas. Cultural barriers, language differences, limited spouse employment opportunities, lack of public transportation, and differences in medical care add to the challenge of living overseas. Currently, the combination of BAQ/OHA, and on-base family housing is generally adequate.

For overseas unaccompanied Sailors, the Navy attempts to house 100 percent of the enlisted requirements, due to limited housing opportunities and the high cost of off-base housing abroad. However, this requirement can often not be met requiring personnel to live in less than the minimum assignment standards. Additionally, when space is available in the private sector many features such as kitchen cabinets and closets (wardroom cabinets) are not provided and the Sailor has to figure out how to provide these necessities. The new Overseas Loaner Program is helping.

Navy constantly struggles to fill arduous overseas shipboard sea duty and deploying squadron billets even when housing is attractive because of the many other hardship factors associated with life overseas combined with the family separation associated with shipboard duty.

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OCONUS HOUSING AND QUALITY OF LIFE

**Representative Hefley:** What are the principal complaints about OCONUS deployments?

**Master Chief Hagan:** With respect to housing, complaints often center around the unavailability of Navy-owned or leased quarters. Navy families prefer Government quarters due to great convenience and the elimination of the financial hardships of large deposits, lack of public transportation, and unfamiliarity with local customs and language.

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OCONUS HOUSING AND QUALITY OF LIFE

**Representative Hefley:** Does the quality of life abroad vary by region? Please comment on housing and basic facilities in Europe and Asia. Are we investing enough in basic requirements for personnel stationed abroad?

**Master Chief Hagan:** The quality and availability of housing abroad does vary by region. Civilian housing in Japan is small, poorly insulated, lacks many amenities found in American homes, and is expensive. Language barriers and lack of adequate public transportation are also problems. Civilian housing in Europe also varies by region. Lack of adequate heating and poor public transportation is a common problem. Security is a serious issue in Italy.

Leased housing overseas provides a "safety net" for our families, given the conditions noted above. We have increased our funding for overseas leased housing by 57 percent between FY 1995 and 1997. We're constantly reevaluating our program to determine if we need to, and can afford to, do more for our overseas families.

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PHYSICAL FITNESS CENTERS

**Representative Hefley:** Could you describe the importance of physical fitness centers to military personnel?

**Master Chief Hagan:** An adequate level of fitness is a career requirement. Sports and fitness consistently rank number one among all Navy MWR activities. Currently, 80% of our Sailors and Officers use Navy physical fitness centers and/or participate in organized sports programs. This large percentage demonstrates the vast popularity and importance of those facilities and programs. Especially for one significant segment of our Navy, the Single Sailors, the perception of enhanced quality of life often hinges on our fitness centers. Physical fitness centers are also venues which promote healthy lifestyles and provide leisure time activity. Aside from the quality of life aspect, Navy men and women are required to maintain prescribed body fat composition and physical fitness standards or face administrative separation and loss of benefits and entitlements. Well-staffed, professionally operated fitness centers provide the means to that end and are the cornerstone to our service members meeting those requirements. As we continue to enhance the services and staffing available at our fitness centers, we expect patronage to increase, resulting in a rise in wellness and quality of life for our users.

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PHYSICAL FITNESS CENTERS

**Representative Hefley:** What is your assessment of the current state of infrastructure to support physical fitness among the troops?

**Master Chief Hagan:** Physical fitness and the infrastructure necessary to support it has garnered much attention in the Navy and DoD in general. A DoD fitness facilities survey is being designed, which will ultimately provide a specifically tailored, data base/inventory on each fitness facility and supporting facilities on a particular installation. Until that survey is complete, Navy has been tackling fitness infrastructure challenges as they arise. We have been correcting these deficiencies as funding allows. Without hard data from the survey, we can only surmise that our facility infrastructure may fall short of what is considered acceptable.

As fitness is a condition of employment, we recognize the importance of a strong infrastructure.

Our physical readiness instruction requires all personnel to participate in regular exercise at least three times a week and maintain prescribed body fat and physical fitness standards. This emphasis on physical fitness has increased patronage at fitness centers. We have responded by focusing on renovating facilities to promote greater operational efficiency, modernization, and health and safety requirements.

In addition to our shore facilities, Navy has unique challenges to fitness infrastructure due to our afloat requirements. Improving fitness opportunities for Sailors onboard Navy ships is a difficult Quality of life initiative that has met with great success. The Fleet Initiative put forward \$9M. allowing approximately 350 ships to choose from a variety of fitness equipment to individually outfit each ship. Thus, the fitness infrastructure on Navy ships will experience a huge facelift in FY-97.

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PHYSICAL FITNESS CENTERS

**Representative Hefley:** Do improvements to existing facilities or the construction of new facilities, receive as much attention from the service leadership as they deserve?

**Master Chief Hagan:** Senior leadership recognizes the many benefits (both direct and indirect) derived from providing adequate physical fitness facilities. The availability of good facilities not only directly enables service members to meet specific physical fitness standards as part of their mission readiness; but, indirectly encourages positive individual and family values, aides in recruitment, increases productivity in the workplace and contributes to overall improvement in the community's quality of life. DoD and Navy are committed to providing the highest quality fitness facilities possible.



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CHILD DEVELOPMENT CENTERS

**Representative Hefley:** What are the principal challenges facing military families in need of child care facilities?

**Master Chief Hagan:** The principal challenge is finding affordable quality child care that is within close proximity to their workplace or home. The military program offers a very high quality program, however in some locations we need to increase the quantity of care available. We are currently expanding our "in- home family care giver" program which offers the maximum flexibility in high quality child care. As Master Chief Petty Officer of the Navy, I am substantially satisfied with our program, its costs to the Sailor and quality of service provided. I do not favor expanding child care services except in the most thoughtful, conservative and mission oriented manner. I do not believe Navy can satisfy every demand of a changing Navy without committing resources which in fact are needed for single Sailor quality of life programs.

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CHILD DEVELOPMENT CENTERS

**Representative Hefley:** Some have suggested that the military Services get out of the business of building child development centers with military construction dollars, and, instead, move even more aggressively toward a system of in-home day care and reliance on private providers. What is your view?

**Master Chief Hagan:** The Navy is exploring options to increase the availability of child care. This is a multi-pronged approach, which consists of additional military construction centers, expansion of the family child care (in-home care), and use of qualifying existing centers in the civilian sector. Navy is also reviewing the concept of a regional contract to manage the current child development program in a test area. While we are exploring other options that do not include on-base construction, we need to maintain and complete those projects currently programmed. The current construction program, which includes renovation and expansion projects in addition to construction of additional spaces, serves two purposes. First, it ensures that needed spaces are not lost during the implementation of the other methods of providing spaces. Second, it prevents the perpetuation of the current shortfall should any one of the proposed options prove to be unachievable within the guidelines of the same or better quality and availability of care at the same or less cost.

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HOUSING OFFICES

**Representative Hefley:** Some have suggested that housing offices are unnecessary overhead. How important are housing referral offices to military personnel? What would you change about the housing referral system?

**Master Chief Hagan:** I do not believe housing offices are either unnecessary or overhead. They are the business, not overhead. Customer services provided by Navy housing office staff are an essential part of quality of life for Sailors and their families. Housing staffs manage the operation of over 70,000 Navy homes around the world. They provide housing referral services to the more than 70 percent of families living in the private sector as well as bachelors and eligible DoD civilians. Families are often unfamiliar with their new duty station and its surroundings, and the assistance they receive is essential in finding housing that meets their needs and that is affordable. This assistance includes counseling, preparing lists of available housing, providing guidance on purchasing a home, and offering transportation to available housing if the family needs it. The housing office also serves as a conduit to the surrounding community and landlords to publicize Navy housing needs and work together on housing issues that affect the Navy and the community.

The majority of Navy families prefer to live in the private sector. However, inequities in our allowance system encourage them to live on-base. These inequities include the disparity in housing costs between on- and off-base. Families living in military housing do not incur any out of pocket costs. Families living in the private sector absorb over 19 percent of their housing costs out of pocket. We need to press on with changes to the allowance system to more adequately compensate people. The VHA floor legislation is a good first step. We also need to continually find innovative ways to help our families compete for private sector housing. One example is a rental set-aside program where the Navy enters into an agreement with private sector landlords to set aside a number of rental homes for preferential occupancy by Navy families. The landlord takes advantage of the Navy's housing referral service to provide prospective tenants. Also, as a part of these agreements, allotment accounts can be set up for direct payment of rent. The Navy and the landlord both benefit from a program of this sort.

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**Chairman Hefley:** In your view, would enlisted personnel prefer to live on the economy or on base? What are the principal complaints of personnel living in barracks and dormitories?

**SgtMaj Lee:** In response to your first question: Based on the findings of the January 1995, "Quality of Life in the U.S. Marine Corps" Study, where respondents were living was found to be a powerful determinant of their affective evaluation of their residence and their satisfaction with their residence overall. The young, unmarried bachelor housing residents were less satisfied with their residence than were those in government family housing or those in the most satisfied group, the residents of civilian (either rented or owned) housing. They were particularly dissatisfied with space and privacy of their quarters, but attractiveness and comfort were also important. It does not appear to make a significant difference to single Marines if they reside on base or within an acceptable commuting distance. The Marsh Panel Report indicated that the quality of housing and a common place to gather with friends were of real importance to single enlisted Marines. Additionally, proximity to dining, recreational and fitness activities, public transportation, and work is also important. The group of respondents living in military family housing was overall more satisfied with their residences than those in bachelor quarters. However, this group was also most likely to be dissatisfied with the specific aspects of space and privacy. Members living in a civilian community were most likely to be dissatisfied with the condition and cost of their housing, while comfort was the strongest predictor of how they felt overall.

**SgtMaj Lee:** In response to your second question: Single Marines seem the most concerned that they have housing that is neat, well maintained, and offers them ample storage for their personal possessions and issued equipment. Quality of life surveys conducted by DOD and the Marine Corps further indicate that Marines want attractive rooms with better furnishings, and certain amenities such as cable television and telephone hook-ups.

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**Chairman Hefley:** From a training perspective, would you prefer to have junior enlisted personnel on base?

**SgtMaj Lee:** From a training perspective it is desirable for junior enlisted Marines to live on base. Infrastructure management and planning are focused on providing facilities for the efficient training of our air/ground combat team. For example, centralization of personnel living quarters, dining and training facilities and areas would provide logistical, security, and transportation efficiencies. These efficiencies would positively contribute toward improvements in unit cohesion, readiness, and could ultimately decrease training costs and time. The Marine Corps is committed to providing an economical infrastructure - one that minimizes redundancies and improves training capabilities.

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**Chairman Hefley:** How, in your judgment, have the services responded to the report of the Defense Science Board Task Force on Quality of Life (the Marsh Task Force)? Has that response been adequate?

**SgtMaj Lee:** Yes, the Marine Corps has responded to the recommendations of the Marsh Task Force on Quality of Life. However, because of the fiscal realities of the tradeoffs between today's mission performance and taking care of our people for tomorrow, the immediate response is far short of the level we believe necessary to solve the problem. In FY 1996, the Marine Corps dedicated significant maintenance and repair funding - \$66 million along with the additional \$22 million congress provided - that's nearly a third of our maintenance and repair budget - for barracks. In this request, we have dedicated approximately twenty percent toward barracks maintenance and repair. Even with this additional funding, the current funding level for bachelor housing continues to promote the growth of the backlog of maintenance and repair from a current level of \$88 million to \$203 million by FY2003 and funds only 48% of the bachelor quarters support requirement.

Our barracks furnishings replacement cycle of 14 years is twice the DoD standard of seven years, and only 27% of Marine Corps bachelor quarters inventory is currently adequate. In future programming actions, we hope to be able to eliminate the barracks backlog of maintenance and repair by FY2004; fund 100 percent of the bachelor quarters support requirement, and reduce the furnishings replacement cycle to the DoD standard of 7 years. However, even increasing the level of barracks construction funding from the current average of \$10 million a year to \$50 million a year, would require another 10 years for Marine Corps bachelors to be adequately housed in the 2+0 barracks standard.

Funding for family housing emphasizes improving the condition of the existing inventory through reducing the maintenance and repair backlog, and by whole house revitalization and replacement construction. Aggressive backlog reduction in FY1996 and FY1997 will result in the backlog of maintenance and repair for family housing being reduced by approximately 50 percent from the FY1996 level. From FY1997 through FY2003, we hope to revitalize or replace approximately 5,000 homes. This request supports the construction of an additional 128 units. Even with these efforts, current funding satisfactorily houses only 75 percent of the Marine Corps family housing population by the end of FY2003.

The Marsh Panel Quality of Life Report and the earlier report of the Kerce Study have provided the Marine Corps with valuable insight into the correlation between housing and quality

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of life. We will continue to focus our QOL endeavors on housing, the Marsh Task Force's "first key" to quality of life in the Armed Forces. We appreciate your continued support in this endeavor.



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**Chairman Hefley:** Budget pressures are leading some of the services to a choice between the construction of new homes versus the rehabilitation of existing units. We would prefer to tackle both problems at the same time. Based on comments you hear from individual personnel, should we be putting more funding into one type of housing activity over another?

**SgtMaj Lee:** There is no clear cut choice. Personnel comments on the choice between the construction of new homes or the rehabilitation of existing units depend largely on the current situation of the individual. The majority of our recent new construction has been at Camp Pendleton. We had people living in existing family housing at Pendleton who praised the quality of the new homes but questioned why we were constructing additional housing when some of the existing neighborhoods had housing with leaking roofs, peeling paint, leaking plumbing, etc. They believe the money would be better spent on rehabilitating or repairing the existing housing. We have junior enlisted personnel in high deficit areas such as Beaufort, Camp Lejeune, and Camp Pendleton who deeply appreciate any housing on base, even old undersized Lanham and Wherry units, because it was better than they could afford out in town. Personnel living out in town in either inadequate or unaffordable housing in those same deficit locations obviously prefer additional housing be built to increase their chance of obtaining housing or reducing their time on the wait list. These same personnel however want housing that is in good condition once they move on base. Some of these personnel have been placed in the uncomfortable position of accepting poor quality military housing or losing their place on the wait list.

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QUESTION FOR THE RECORD

QUESTION 5A

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**Chairman Joel Hefley:** Last year Congress provided authority for the Department of Defense to undertake a three-year pilot program to buy down interest rates on VA home loans for qualified military personnel. The pilot program, targeted at active-duty enlisted personnel, warrant officers, and officers at a pay grade of O-3 and below, has not been executed by the Department. Do you believe such a program would be beneficial?

**SgtMaj Lee:** Yes, such a program would be beneficial, however, it may not be feasible. From a junior enlisted (E-1 thru E-4) perspective, the primary detractor would be affordability. From a warrant officer and junior officer perspective, housing is a matter of individual preference and what each Marine views as important ( i.e., unit cohesiveness, camaraderie, proximity to base facilities, discretionary spending, living standards, neighborhood safety, etc). The interest "buy-down" will encourage additional personnel to purchase homes by increasing affordability. The success of such a "buy down" program would be directly dependent on how many new families will be encouraged to become home-owners in our deficit areas. The target population ought to be our over 11,000 families unsatisfactorily housed on the private economy. I anticipate the majority of the personnel that will purchase their own home will have done so anyway. These homeowners are already considered adequately housed, even if their home does not meet affordability or other adequacy standards. Providing these anticipated homeowners an interest "buy-down" for three years will improve their financial position but not contribute to lowering our housing deficit.

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QUESTION 5B

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**Chairman Joel Hefley:** Last year Congress provided authority for the Department of Defense to undertake a three-year pilot program to buy down interest rates on VA home loans for qualified military personnel. The pilot program, targeted at active-duty enlisted personnel, warrant officers, and officers at a pay grade of O-3 and below, has not been executed by the Department. In your experience and judgment, should we encourage junior enlisted personnel with families to go out on the economy or should we try to bring more of them into the base environment?

**SgtMaj Lee:** We rely primarily on the private economy to provide housing for our military families. We construct housing only where the private economy is unable to support our requirements. Within current funding constraints we cannot afford the additional construction, operations and maintenance costs necessary to eliminate the deficits caused by the private economy failing to meet our needs. Encouraging enlisted personnel and their families to move into the base environment implies providing housing even in areas where the private economy fully meets our requirement. Housing all our enlisted personnel families on base is not feasible, desirable, or affordable. We will continue to try to adequately house our enlisted personnel by whatever method makes the most sense. This includes relying on the private economy, forming public-private ventures, funding military construction, leasing, obtaining rental guarantees, increasing VHA, or pursuing the pilot interest buy down program we are discussing.

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QUESTION NUMBER 6

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**Chairman Hefley:** The square footage limitation on construction were devised some time ago. Do existing standards provide enough room for today's families?

**SgtMaj Lee:** New housing constructed to the existing standards provides enough room for today's families through the creative utilization of space and by augmenting storage space with additional garage space or exterior storerooms. Older housing, such as Capehart, which meets the standard, but does not have the additional storage areas and is poorly configured, often may not provide enough room for larger or more senior families. The space standard becomes progressively less adequate as our Marine families mature, add dependents, and acquire additional household effects. Very junior personnel usually find the standard provides them more house than they could afford in the private community.

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QUESTION NUMBER 7

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**Chairman Hefley:** With regard to quality of military housing, what are the principle complaints?

**SgtMaj Lee:** The principle complaints about family housing are the waiting times for base housing, size of units, lack of privacy, the inability to provide routine maintenance due to lack of funding, houses remaining unrepaired or in unsightly condition for extended periods, and outmoded unit design. Members living in civilian housing are also most dissatisfied with the condition and cost of their housing, neighborhood safety, and length of time it takes to get to work.

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**Chairman Hefley:** From your perspective, is maintenance of family housing units and military neighborhoods a problem? If so, how serious a problem is it?

**SgtMaj Lee:** Overall, due to change of occupancy and routine maintenance, our housing appears to be well-maintained. This said, a lack of maintenance funding has still resulted in numerous neighborhoods or homes with leaking roofs, deteriorating siding, peeling paint, crumbling streets, etc. which severely detract from all the units in good condition. In 1996 and 1997, the Marine Corps is placing a heavy emphasis on correcting this problem with numerous projects for exterior painting; roof repairs and replacement; road repairs and resurfacing; utility repairs to electrical distribution and sewer systems; and erosion repairs. This emphasis should allow us to reduce our maintenance repair backlog by approximately fifty percent over the two years. Due to the age of our housing (over 60 percent is over 30 years old), many of our most serious maintenance problems can not be seen or easily corrected. These include rotting floor joists, deteriorating electrical wiring, corroded plumbing, collapsing water lines, termite damage, etc. These types of problems have resulted in our taking units off line at installations such as the Recruit Depot in Parris Island and at Marine Corps Bases Hawaii and Camp Pendleton. As we start to identify lead-based paint in our family housing, the need to keep our units in good repair is even more essential. At the same time, the OSHA and environmental regulations concerning working with and disposing of the lead-based paint have resulted in increased costs for our change of occupancies and routine maintenance. These latter problems can only be solved by continuing on our long term plan for rehabilitating our older units.

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QUESTION NUMBER 9

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**Chairman Hefley:** Does the quality of housing affect the feelings of families about their tenure in the service? Put another way, does inadequate on-post housing have a negative effect on the willingness of military families to stay in the service?

**SgtMaj Lee:** Several years ago, retention managers took a close look at "facilities versus retention". In the course of that review, the Department of Defense found a statistically significant correlation between reenlistment decisions and military housing (quality and quantity). The study contrasted "best and worst facility" posts, determined via worldwide survey, against local reenlistment patterns at those places over a three year period. The review controlled for various biases, such as time on station. We found that the proportion remaining in service at bases with high quality housing was higher (about 15%) than among those stationed at places with low quality facilities. The proportion staying in service from bases with high-quantity housing also was higher (nearly 20%) than among those at stations with more scarce housing. Those findings demonstrate that housing matters a great deal, and operates in synergy with pay and other forces to stimulate retention.

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QUESTION FOR THE RECORD

QUESTION NUMBER 10A

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**Chairman Hefley:** To any observer there are historic and noticeable differences between the services in the quality of on-base housing. Do these differences have any effect on family morale?

**SgtMaj Lee:** I do not believe the differences between the Services in the quality of on-base housing have an appreciable affect on family morale. Our families are more affected by the differences in the quality of housing at the base where they are stationed or previous bases where they have been stationed. This is particularly true at places like Camp Pendleton where we have brand new award winning housing and housing built thirty and forty years ago in need of rehabilitation.



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QUESTION NUMBER 10B

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**Chairman Hefley:** To any observer there are historic and noticeable differences between the services in the quality of on-base housing. Have you experienced noticeable differences in the quality of housing between duty stations? What effect, if any, have those differences had on your family?

**SgtMaj Lee:** Over-all the quality of housing across our bases is about the same. Most of our family housing appears to be in good condition; but, there are problem houses or neighborhoods at numerous bases. Our new construction for the last 15 years has been concentrated on the west coast so these bases often have our most modern, spacious, and attractive housing. There is a trade-off with loss of privacy as we build multi-family housing and eliminate private yards. The east coast has predominantly older housing in need of renovation. On the plus side, these are often single family or duplex units, with private yards. We have been working on modernizing our inventory. We concentrated on our worst housing first, and as a consequence some bases are further along than others in our renovation program. It's always better to get quality housing in good condition.

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QUESTION NUMBER 11

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**Chairman Hefley:** In your experience, would most military families prefer to live on-post or on the economy? How has the current rate of deployment affected those judgments?

**SgtMaj Lee:** The preference for on-post housing or living on the economy is a highly personal one. The preference is often location specific and depends on the quality and quantity of both on-post and private housing, affordability, commute distances, surrounding support facilities, etc. Marine Corps waiting lists exceeding 6,000 families indicate a continued strong desire of families living in the private community to get into on-post housing. The "Kerce" Quality of Life Study found that many married Marines found advantages to living in private housing such as: condition, layout, attractiveness, location and privacy.

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QUESTION NUMBER 12

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**Chairman Hefley:** How do quarters generally compare to living on the economy? How adequate is BAQ/VHA?

**SgtMaj Lee:** In 1990, the National Association of Home Builders (NAHB) conducted a comparison between military accommodation size standards and prevailing house sizes in the society at large, for members of similar social status. The study found that military family housing is both smaller and larger than houses of families of a similar social status in the private sector. Two and three bedroom enlisted houses tend to be somewhat larger than private sector houses, four and five bedroom houses were between 10 and 35 percent smaller, and General and Flag Officer Quarters were over 1000 net square feet smaller than their private sector equivalents.

Junior enlisted personnel living on the economy often live in smaller quarters than military standards allow, because that is all they can afford. Senior enlisted personnel with larger families often find that four bedroom units are unaffordable or unavailable in the local community. Based on the age of the units, the quality of military housing and level of amenities is roughly comparable to that found in the local community.

Housing allowances (for those not assigned government housing) consist of two components -- Basic Allowance for Quarters (BAQ) and Variable Housing Allowance (VHA). The legislative history shows congressional intent that housing costs should be covered in three ways: (1) 65% by BAQ; (2) 20% by VHA; (3) 15% absorption by the member. Since BAQ and VHA have not kept pace with housing costs, the absorption has grown from 15% to 20% -- quite a burden for junior enlisted, especially since juniors already have trouble finding housing. In addition, the joint services housing allowance study in 1991 revealed that, for every military pay grade, the average type of housing occupied is of less desirable type (apartments, condos, townhouses) in high cost areas than in low cost areas. The incidence of home ownership is also significantly greater in low cost areas. The average number of bedrooms per housing unit is greater in low cost areas than in high cost areas for junior enlisted and officer grades.

Our projected family housing deficit for the Marine Corps is over 10,000 units. This deficit is primarily due to affordability. The bottom line is, VHA has not kept up with the cost of housing in high cost areas, resulting in increased out of pocket costs and personnel residing in smaller, less desirable units.

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QUESTION NUMBERS 13 & 14

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**Chairman Hefley:** What are the principal challenges for military personnel, married and unaccompanied, station abroad? [in reference to OCONUS Housing and QOL facilities] What are the principal complaints about OCONUS deployments? [in reference to OCONUS Housing and QOL facilities]?

**SgtMaj Lee:** According to a March 1996 report from the Navy Personnel Research and Development Center (NPRDC) on the "Quality of Life for Marines on Okinawa", the type of housing was found to be a powerful determinant of affective evaluation of the residence and of satisfaction with residence overall.

Those living in BOQ/BEQ have the least control over many aspects of their living quarters, and they tended to be much less satisfied with their residence than were those living in civilian housing. Military family residents were most satisfied of all. Bachelor quarters residents tended to compare their current housing less favorably with childhood home. After all, their comparison, at best, is between their room (or shared suite) and an actual apartment or a house. Not unexpectedly, their lowest satisfaction was with space and privacy; the highest, with cost and condition. Marines living in civilian housing were more satisfied with their residences than were bachelor quarters residents. Members living in civilian housing were most satisfied with condition and location, least satisfied with space and cost. Marines living in military housing were most satisfied with the condition, amenities, and cost of their residences. Lowest satisfaction for this subgroup was with space and privacy.

In general, there were no high levels of satisfaction with housing in the Okinawa sample. On the seven-point scale of overall satisfaction (seven being high), the top indicator was found to be 5.3; for a facet satisfaction (again, with a seven-point scale) the top was 5.8 (satisfaction with the condition of the residence). Both high points of satisfaction were found among the residents of military housing. Also, according to the study, Marines on Okinawa tended to feel fairly positive about their leisure. Overall satisfaction with leisure and recreation was close to neutral, neither satisfied nor dissatisfied.

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QUESTION NUMBER 15

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**Chairman Hefley:** Does the quality of life abroad vary by region? Please comment on housing and basic facilities in Europe and Asia. Are we investing enough in basic living requirements for personnel stationed abroad?

**SgtMaj Lee:** Quality of life regional variances are a fact of life, not only for our Marines, but also for the local citizenry surrounding our overseas installations. Social, cultural, and economic contrasts between host nation populations and U.S. military servicemembers may, at times, negatively bias their housing expectations due to stateside military housing experiences.

The Marine Corps currently has two overseas installations, Marine Corps Base Camp Butler, Okinawa, Japan and Marine Corps Air Station, Iwakuni, Japan. Under the Japanese Facilities Improvement Program (JFIP), facilities are constructed to accommodate our Marine's basic living requirements to the greatest extent possible. JFIP covers the cost of construction; in most cases the program does not cover the cost of interior decor or fixtures. These costs are borne by the commands.

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QUESTION NUMBER 16

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**Chairman Hefley:** Could you describe the importance of physical fitness centers to military personnel?

**SgtMaj Lee:** A comprehensive study of quality of life and its relation to readiness was done by the Navy Personnel Research and Development Center in 1995. This study showed statistically significant proof that quality of life in general, played an important part in mission readiness and retention. Physically fit Marines are much more likely to stay alive in combat and win battles. Fitness centers are important to Marines because more than any other QOL facility, these help Marines achieve this goal. Fitness centers enhance the development of the "warrior spirit" by providing facilities that compliment the regular physical fitness programs conducted by all Marines. Running and other cardiovascular exercises are important to overall fitness. Fitness centers are invaluable is in the area of strength training. Combat Marines carry weapon and equipment loads exceeding 100 lbs. regularly, and strength training is critical for them to be able to do this effectively.

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**Chairman Hefley:** What is your assessment of the current state of infrastructure to support physical fitness among the troops?

**SgtMaj Lee:** Infrastructure to support physical fitness among the troops is not yet at the state we would like it to be but we will continue in our efforts to improve our infrastructure. Fitness centers are a Category A, mission essential activity and must be funded with appropriated funds. MWR facilities of this type must compete for military construction funds, along with facilities which have a more tangible impact on readiness.

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**Chairman Hefley:** Do improvements to existing facilities, or the construction of new facilities, receive as much attention from the service leadership as they deserve?

**SgtMaj Lee:** The improvements to existing facilities, or the construction of new facilities, receive the attention they deserve. However, given the severe topline constraints and the current, proper focus on maintaining readiness, we have been unable to devote all the resources to this area we would like. Given the limited resources, funding provided for physical fitness presents the most efficient balance of competing priorities.



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QUESTION NUMBER 19

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**Chairman Hefley:** What are the principal challenges facing military families in need of child care facilities?

**SgtMaj Lee:** There are two major challenges: access and cost. The Marine Corps has made significant progress in expanding the availability and improving the quality of child care services. In 1990, following the passage of the Military Child Care Act, our child care program consisted of approximately 6200 child care spaces. The current program is funded to provide access to 14,000 spaces. We're 1,000 spaces away from the DoD 65% goal of providing 15,000 child care spaces. We have a number of initiatives to increase the availability of child care services in the Marine Corps. These include the use of alternative facilities on-base, such as dependent schools and youth recreation centers, as sites for providing child care services. We are placing resource and referral specialists at every installation to provide assistance to families in finding quality care on- and off-base. We are providing fee subsidies for in-home child care to ensure services that families need are available and affordable.

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QUESTION NUMBER 20

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**Chairman Hefley:** Some have suggested that the military services get out of the business of building child development centers with military construction dollars and, instead, move even more aggressively toward a system of in-home day care and reliance on private providers. What is your view?

**SgtMaj Lee:** I believe we need to augment the services provided in our military child development centers by using in-home family child care and private providers. The Marine Corps is evaluating outsourcing and privatization opportunities in a variety of program areas to include child care services. We will participate in a Department of the Navy pilot test for outsourcing child care services in the San Diego region. Under this concept, a private contractor would manage and operate all child care services for the Navy and Marine Corps in the region. The contractor is expected to provide services at the same level or greater with the resources currently programmed for the program. It would be the contractor's option to use and operate the military child development centers on-board our installations as well as in-home child care services and privately operated programs in the civilian community. There will likely be some compromises under the outsourcing concept.

First, our installation commanders currently have direct operational control over their child development programs. If a center needs to be open early/late hours or on weekends to support mission requirements - it is open. Programs managed by a private contractor may not be as flexible. Second, the military child care system employ many spouses of active duty who have priority for job vacancies. This world-wide employment opportunity for active duty spouses could be lost or reduced if we outsource child care. We must also pay attention to quality issues in our approach to outsourcing. One of the primary reasons for enacting the Military Child Care Act of 1989 was of concerns about the children's safety to include major child abuse scandals. Whatever we do in this area will not compromise the safety and well-being of children.

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QUESTION NUMBER 21

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**Chairman Hefley:** Some have suggested that housing offices are unnecessary overhead. How important are housing referral offices to military personnel? What would you change about the housing referral system?

**SgtMaj Lee:** Housing offices are extremely important as they are a key element in our service to families living in both military family housing and in the private community. Housing offices are responsible for the centralized management of all aspects of family housing. These responsibilities include: participating in family housing market analyses to determine housing requirements; recommending programming for housing acquisitions; planning for operations, maintenance, repairs, alterations, and improvements; translating plans and programs into budget requirements; applying resources (funds and manpower); controlling, issuing, and repairing furnishings; assigning and managing housing units; managing rentals; leasing housing units; conducting habitability inspections; informing occupants of matters involving local police and fire protection authorities, school boards, and other community services; mediating complaints from occupants; implementing self-help programs; and maintaining records of inventory, condition, and costs. For members arriving at an installation, housing referral offices provide a variety of counseling services. These include the provision of maps and information packets on the local communities; networking with realtors; maintaining convenient access to all new community rental and for-sale listing; conducting workshops and advising members on home buying; and assisting in tailoring the housing search to the members affordability range, location desires, and specific family member requirements (schools, hospitals, spouses, employment, etc.). The referral counselors also inspect housing complexes for adequacy and suitability for our military members and provide mediation services in landlord/tenant disputes. Counselors work with local landlords to waive application fees, credit checks and security fees for military members. The referral offices have been successful in assisting the majority of our families to find housing. However, even with their efforts our housing deficit remains at over 10,000 homes. Our referral offices should all have the ability to access the Realtors' multiple listings system. They should also have the capability to access housing information at other installations. We can further implement new housing programs such as the Set-Aside Program. We could implement an exchange lease program that releases a member from his lease agreement to move into on-base housing providing another member takes over the remainder of the lease.

## BARRACKS AND DORMITORIES

Mr. HEFLEY. In your view, would enlisted personnel prefer to live on the economy or on base? What are the principal complaints of personnel living in barracks and dormitories?

CMSAF CAMPANALE. Given the means, the majority of our unaccompanied enlisted personnel prefer to live on the economy.

The principle complaints of our airmen living in dormitories relate to lack of privacy, maintenance, size of room, and parking, in that order. When our single enlisted personnel were asked what would most improve their quality of life, 88 percent stated having "a private sleeping room."

Mr. HEFLEY. From a training perspective, would you prefer to have junior enlisted personnel on base?

CMSAF CAMPANALE. From a training, military, and practical perspective, the Air Force does prefer to house our junior enlisted personnel (First Term Airmen) on base. By housing junior airmen on base, we can provide the best environment, support, education, and training to adequately assimilate those members into the Air Force family. In addition, living on base provides our junior members important time to mature financially and professionally prior to joining the ranks of our career force.

## DEFENSE SCIENCE BOARD TASK FORCE ON QUALITY OF LIFE

How, in your judgment, have the services responded to the report of the Defense Science Board Task Force on Quality of Life (the Marsh Task Force)? Has that response been adequate?

CMSAF DAVID CAMPANALE. Speaking strictly for the Air Force, we believe we are building upon our successful Quality of Life programs, which were positively cited throughout the Task Force's Oct 94 report in their review of housing, PERSTEMPO, and community support.

In the area of unaccompanied housing, the Air Force led the way for OSD adoption of the new private sleeping quarters configuration for dormitories ("1+1" standard). We have a plan to eliminate central latrine dormitories by the year 2000. Our Chief of Staff has approved a new dormitory assignment policy to eventually move E-1 through E-4 unaccompanied personnel in private rooms on base with E-5 through E-9 mostly accommodated in off-base community housing. The Air Force has a focused family housing program and is providing funding consistency. We developed a whole-house/whole neighborhood concept supported by a long-range comprehensive Housing Community Plan. This concept was adopted DoD wide. With congressional support, we have \$610M going into the military family housing construction program over the course of FY 96 and FY 97. A total of \$347M is destined for dormitory MILCON projects during this same time frame.

We've also satisfied the Task Force's recommendation to establish local housing allowance floors, particularly important to our younger members in high cost areas, by spearheading the legislative initiative through OSD for the Variable Housing Allowance locality floors. This provision recently passed in the 97 NDAA awaiting Presidential signature. While such measures have certainly helped, we still have some distance to close in the quarters allowance gap to bring out-of-pocket costs down to the 15% level intended by Congress.

We're continuing progress in reducing hardships associated with excessive PERSTEMPO, as recommended by the Task Force subpanel. To begin with, the Air Force drove the adoption of the measurement for PERSTEMPO within OSD—the one day away for operational or unit training purposes, off station, equals one day away from home formula. Our goal in the Air Force is to hold this PERSTEMPO count to no more than 120 days per year for each person. Furthermore, we've expanded the use of our Air Reserve Forces volunteers to effectively reduce active duty OPTEMPO levels. While the 1996 Air Force Personnel Survey indicates we've made good progress in reducing enlisted TDYs, officers are away from home about the same amount of time as in 1995. Rated officers continue to bear the greatest PERSTEMPO burden.

Finally, the Air Force has worked hard to reduce taskings on the weapon systems where our people have the highest PERSTEMPO through prioritization, balanced sourcing, and effective system substitutions.

In the realm of community support, the Air Force is supporting a mix of programs intended to benefit single members and families alike. We've increased appropriated fund support of our child development centers by adding providers to keep member costs reasonable and to increase the ability to care for more children under the age of three. We also reached out to our single members' desires for better fitness center



accessibility by adding authorizations to allow for extended operating hours. Our Family Support Centers have additional staff coming on board to help families cope with deployments and continue to provide exceptional personal financial management services to their communities. A new program for our Air Force communities is the Health and Wellness Center which is a professionally staffed facility focusing on fitness and health assessments as well as health promotion and disease prevention. Currently, we have 58 such centers in operation with a goal to establish one at each major installation.

On the education front, we're committed to fully fund our Tuition Assistance program to cover 75% of tuition costs up to a maximum of \$250.00 per credit hour, which represents an \$57.6M investment in FY 96 alone. Investments in distance learning technologies have allowed us to reach families overseas with educational resources via satellite and internet connectivity.

In summary, the report of the Task Force on Quality of Life both confirmed our previous efforts in the Air Force to improve working and living conditions and inspired us to achieve more. The programs just mentioned are only a few examples of our overall quality of life initiatives and demonstrate a robust response to the recommendations of the Marsh Commission.

#### FAMILY HOUSING

Mr. HEFLEY. (1) Budget pressures are leading some of the services to a choice between the construction of new homes versus the rehabilitation of existing units. We would prefer to tackle both problems at the same time. Based on the comments you hear from individual personnel, should we be putting more funding into one type of housing activity over another?

CMSAF CAMPANALE. The Air Force has a huge backlog of homes requiring revitalization (more than 60,000 units); therefore our focus is on renovating or replacing existing housing units rather than the building of additional new units. At installations where there is a high shortage of adequate housing units, we will consider acquiring new units through either military construction, privatization (at CONUS locations) or build/lease program (at overseas locations). Congress's efforts to increase the housing allowances for our service members in the past two years has improved our members ability to find affordable housing offbase. This enhances our efforts of relying primarily on local community to meet our housing needs.

Mr. HEFLEY. Last year Congress provided authority for the Department of Defense to undertake a three-year pilot program to buy down interest rates on VA home loans for qualified military personnel. The pilot program, targeted at active-duty enlisted personnel, warrant officers, and officers at a pay grade of O-3 and below, has not been executed by the Department. Do you believe such a program would be beneficial?

CMSAF CAMPANALE. We believe such a program could be beneficial especially for paygrades E7-9 and junior officers. However, it would not be as beneficial to junior enlisted as they are less able to afford the purchase of a home.

Mr. HEFLEY. In your experience and judgment, should we encourage junior enlisted personnel with families to go out on the economy or should we try to bring more of them into the base environment.

CMSAF CAMPANALE. We should only encourage our people to seek out the choices that are best for them and their families as to where to live. Based on their choices and needs we should act accordingly. Today we have long waiting lists for housing. That should be the best indication we need and that tells us we need more base housing for our people.

Mr. HEFLEY. (3) The square footage limitations on construction were devised some time ago. Do existing standards provide enough room for today's families?

CMSAF CAMPANALE. Based on a 1990 National Association Home Builders (NAHB) study, some military family housing is smaller (four and five bedroom units are 10-30 percent smaller) and others are larger (two and three bedroom houses) than that of the private sector. In the FY 1996 National Defense Authorization Act (P.L. 104-106), Congress established for the Services a five-year temporary authority to waive space limitation for family housing construction, acquisition and improvement projects. This provides the Services adequate flexibility to meet their size requirements.

Mr. HEFLEY. With regard to the quality of military housing what are the principal complaints?

CMSAF CAMPANALE. In an FY95 Quality of Life Survey Air Force members identified several issues, including waiting times required to receive on-base housing, the size of on-base housing, the number of bathrooms, the quality of kitchen facilities, and the off street parking limited availability.

Mr. HEFLEY. From your perspective, is maintenance of family housing units and military neighborhoods a problem? If so, how serious a problem is it?

CMSAF CAMPANALE. The maintenance of family housing units is not a problem. However, limited funding for whole-house improvements and construction of replacement housing continues to increase the amount of funding required to properly maintain our housing units. In addition, the infrastructure supporting housing areas is now beyond its projected economic life at many of our installations. Several systems are failing and many are on the verge of failure, requiring continuous maintenance funding.

Mr. HEFLEY. Does the quality of housing affect the feelings of families about their tenure in the service? Put another way, does inadequate on-post housing have a negative effect on the willingness of military families to stay in the service?

CMSAF CAMPANALE. Inadequate housing does have negative impact on the willingness of military families to stay in the service. Our 1995 Quality of Life Survey bears this out as one of the Quality of Life issues which influence our service members the most.

Mr. HEFLEY. To any observer there are historic and noticeable differences between the services in the quality of on-base housing. Do these differences have an effect on family morale?

CMSAF CAMPANALE. We are unable to comment on the differences in the quality of other Services' housing as we do not make a comparison. However, we have noted an effect on morale when the quality of housing both on and off base change from one Air Force base to the next.

Mr. HEFLEY. Have you experienced noticeable differences in the quality of housing between duty stations? What effect, if any have those differences had on your family.

CMSAF CAMPANALE. Yes, we have experienced some differences in the quality of housing from one duty station to the next. These differences can affect family morale when the standard of living is changed from one base to the next.

Mr. HEFLEY. In your experience, would most military families prefer to live on-post or on the economy? How has the current rate of deployment affected those judgments?

CMSAF CAMPANALE. In my experience, most families would prefer to live on-base where they can live in reasonable safety without paying high out-of-pocket expenses for housing. They also prefer to be close to on-base support facilities such as hospital, BX, commissary and other community facilities. The current rate of deployment has caused an increased desire to live on-base as the member is away from the family. The security of on-base housing has become the number one priority.

Mr. HEFLEY. How do quarters generally compare to living on the economy? How adequate is BAQ/VHA?

CMSAF CAMPANALE. In comparison to living on the economy, government quarters sometimes lag behind in size, number of bathrooms, upgrades to kitchens and availability of parking facilities. However, the majority of service members request to live on base at Air Force installations, especially when economy housing is expensive.

In the Air Force FY95 Quality of Life Survey, three-fourths of service members reported increased housing allowances (BAQ/VHA) need to be addressed. Their concern—BAQ/VHA increases have not kept up with the rising cost of housing. Service members currently pay an average of 20 percent out-of-pocket in housing costs. By law this cost should be 15 percent.

#### OCONUS HOUSING AND QUALITY OF LIFE FACILITIES

Mr. HEFLEY. What are the principal challenges for military personnel, married and unaccompanied, stationed abroad?

CMSAF CAMPANALE. The challenges our people face are tied to programs which help them maintain reasonable standards of living and overcome the difficulties of physical and cultural isolation. From the typical challenges of isolation and high costs of living overseas, all have common needs for adequate housing, recreation, and strong community support programs. The shortage of adequate family and bachelor housing at bases in the Pacific and Europe remain our number one quality of life challenge. Robust funding of military family housing maintenance accounts is also a necessary investment to preserve the current inventory of housing.

We also need more MILCON funding for fitness center projects. The Air Force recently funded additional fitness center manpower authorizations in the FY 98 POM to expand house of operation to 112 hours a week.

We rely on Family Support Center Personal Financial Management Programs to lend a hand to members facing the challenges of currency exchanges, unfamiliar billing mechanisms, and unusual expenses. They also enhance overseas readiness by helping families cope during deployment-related separations.

Mr. HEFLEY. What are the principal complaints about OCONUS deployment?

CMSAF CAMPANALE. Principal complaints are: Short-notice taskings, creating unanticipated deployments, and the perception in the field that it is possible for some members to do more than their fair share of deployment.

Here is what the Air Force is doing about it: Air Force works hard institutionally, to eliminate the stress and hardship that can surround OCONUS deployments. Extensive commander involvement at all levels, specialized personnel programs that proactively manage deployment and senior leadership attention to the effect deployment Personnel TEMPO (PERSTEMPO) has on quality-of-life, all combine to dramatically reduce deployment concerns. Detailed control and visibility of rotational taskings produced timely notification, reducing unanticipated deployments. Creative actions like the annual Air Force Global Tasking Conference and Air Force-wide sourcing of rotational taskings called Palace Tenure ensure individuals are doing their fair-share and help keep Air Force PERSTEMPO at or below that stated goal of less than 120 days per year. The Air Force will continue to emphasize PERSTEMPO as an important quality-of-life issue for Air Force people.

Mr. HEFLEY. Does the quality of life abroad vary by region? Please comment on housing and basic facilities in Europe and Asia. Are we investing enough basic living requirements for personnel stationed abroad?

CMSAF CAMPANALE. The condition of housing facilities varies by region. In general, housing facilities are better in Asia (particularly in Japan) than in Europe: they are newer and in sufficient quantities. This is a direct result of support from the Host-Nation Program. The Japanese Facility Improvement Program (JFIP) provides funding for housing facilities (about \$70M per year for family housing). The NATO program provides funding only for mission-related facilities (no housing). The overseas housing construction program has been scaled back since 1990 as a result of overseas force structure changes but are in balance with CONUS funding within current budget constraints.

#### PHYSICAL FITNESS CENTERS

Mr. HEFLEY. Could you describe the importance of physical fitness centers to military personnel?

CMSAF CAMPANALE. Fitness in the Air Force is not discretionary. We have fitness standards every member must meet to make them more capable of performing our mission. When asked, over one third of the members surveyed said fitness and sports programs are the most important base-level service on their installation. According to our surveys (CORPORATE PRISM II), AF members visit our fitness facilities over 7 million times per month. They also tell us that if we extended hours of operation, improved on the equipment in the facilities, and expanded the number of facilities, they'd use our fitness centers even more. The Air Force funded 178 additional manpower authorizations needed to support increased hours of operation, structured fitness programs, more special events, and a fitness monitor to assist customers during peak periods. Quality, well-equipped fitness centers, mean fit, healthy men and women, and that directly translates into mission capability.

Mr. HEFLEY. What is your assessment of the current state of infrastructure to support physical fitness among the troops?

CMSAF CAMPANALE. The current infrastructure is adequate for the most basic fitness needs. Corporate PRISM survey data indicates that the troops consider these programs among the most important. The customer satisfaction with availability and condition of facilities/equipment is 81 percent (slightly lower OCONUS). The most frequent requested improvements are upgraded facilities and equipment (52 percent) and longer operating hours (48 percent). We will address those shortfalls in future years.

Mr. HEFLEY. Do improvements to existing facilities, or the construction of new facilities, receive as much attention from the service leadership as they deserve?

CMSAF CAMPANALE. Air Force Services is making every effort possible to improve our fitness centers by increasing manpower, hours of operation, funding, and renovating the facilities. If we are to meet our mission, we must provide quality fitness centers to our customers. Average age of AF fitness centers is 30 years—10 centers are in urgent need of major repair. MAJCOMs have identified numerous MILCON/O&M requirements for FY97 and beyond. Included in the FY97 MILCON Program is an addition/alteration project for the fitness center at Incirlik, TU. Although only one project was approved in FY97, the Air Force has identified over \$268M in poten-



tial MILCON requirements that can be considered for outyear funding. An additional 49 military manpower authorizations are required to operate new fitness centers associated with the MILCON projects not yet funded through FY01. Over \$49M of O&M and equipment requirements have also been identified through FY01. Quality, well-equipped fitness centers are essential to our Air Force. Providing good, clean, and safe facilities means fit, healthy men and women, and that directly translates into mission capability.

#### CHILD DEVELOPMENT CENTERS

Mr. HEFLEY. What are the principal challenges facing military families in need of child care facilities?

CMSAF CAMPANALE. The challenges are to find affordable, quality child care, especially for children under three years old. Seventy-five percent of the children on AF waiting lists for center care are infants and toddlers. Civilian child care centers typically provide care for older children because it is more profitable. In addition, at overseas locations civilian child care is not available.

Mr. HEFLEY. Some have suggested that the military services get out of the business of building child development centers with military construction dollars and, instead, move even more aggressively toward a system of in-home day care and reliance on private providers. What is your view?

CMSAF CAMPANALE. The AF should continue to build child development centers with military construction dollars. The AF has already developed an in-home care system—the AF family day care program and relies on private providers. Approximately, 4,000 family day care providers are licensed by the AF and provide almost 19,000 child care spaces. By aggressively recruiting home providers, the AF has probably already reached its maximum number of in-home AF family day care providers. Few commercial providers offer infant and toddler care, hourly care or extended hour care for deployments. At overseas and geographically remote locations, little or no commercial care is available.

#### HOUSING OFFICES

Mr. HEFLEY. Some have suggested that housing offices are unnecessary overhead. How important are housing referral offices to military personnel? What would you change about the housing referral system?

CMSAF CAMPANALE. The base housing referral system is the primary source Air Force members and their families (especially junior enlisted) depend on to locate acceptable community housing facilities. Housing Referral Assistants provide counseling to service members and their families on homefinding, renting, buying and selling. They also help settle landlord disputes and provide preliminary inquiries to validate discrimination complaints. At overseas locations, Housing Referral Assistants help bridge the gap between service members and local language and customs.

The housing referral system could be improved by increasing the level of service we provide to our DoD members. One example would be to increase community housing through initiatives, like the community housing set-aside program recently established in the DC area. Under this program, referral personnel negotiate agreements with landlords to provide housing at below market rates in return for guaranteed payment of rent.

Mr. HEFLEY. You may want to hang around because you're about to get the real story from the spouses here. [Laughter.]

I have often felt that, as tough a time as you guys have—someone gives you orders and you go. But when you show up there, you have a job to go to the next morning. But it's your family who has to make sure you get moved, the pictures get put on the wall, find a mechanic for the car and a grocery store to shop at, and develop a group of friends and so forth.

You have your job to go to. You go do it. It's hard on you. But it's really hard, I think, on those spouses and families. I tell you that speaking as someone who went to eight schools my first 8 years, because my father was in the Army. So you know about that stuff, Sergeant Major. It is tough on families. We are going to get the family perspective now.

Thank you very much. We welcome the spouse panel to join us.



Our next panel consists of a panel of military spouses. As I have indicated earlier, I believe this panel can give us some important insights and we can benefit from that.

I want to welcome to the subcommittee Sydney Hickey of the National Military Family Association, but before I turn to you, Sydney, I want to recognize each of the panelists.

Gail Brosk, an Army spouse for over 17 years, and a former resident of Colorado Springs by the way, which I have the honor to represent; Ingrid Hansen, a Marine Corps spouse for 16 years; and Christine Nicholson, a Navy spouse for five years. Again, I want to welcome each of you to the subcommittee. If any of you have prepared material for the record, it will be included in the appropriate place.

Sydney, why don't you begin, and we'll just work our way down the table then.

#### **STATEMENT OF MRS. SYDNEY T. HICKEY, NATIONAL MILITARY FAMILY ASSOCIATION**

Mrs. HICKEY. Thank you very much, Mr. Chairman.

The National Military Family Association was privileged to be asked to present testimony to the subcommittee in April of this year, and at that time we talked about the concerns families had for the need for housing, particularly for the maintenance of the housing itself, and the infrastructure, child development, and other quality of life issues. However, this afternoon, as you have mentioned, you're going to hear from three military spouses and hear those words in their own voices.

Gail, in addition to being an Army wife for 17 years, is a mother of three. They have spent 11 years stationed overseas, 7 of those years in Government quarters in Germany. In Heidelberg, Gail was our NMFA representative and did do the housing survey, and although Gail is currently living in Yorktown with her three children and her husband, she is going to mainly concentrate on the Germany problem.

Ingrid Hansen, a Marine Corps spouse, has lived at seven different duty stations. She is the mother of three and currently resides with her family, including her husband, M. Sgt. Jeffrey Hansen, who is here. We like to include this as a total family affair. She is in Government quarters in Quantico. She has also lived in Marine Corps quarters in Hawaii and California. Ingrid is very involved in her community activities and, as a matter of fact, despite being very involved in a week-long family conference last week, she managed to get out at Quantico and talk to her neighbors. She will bring some of that information to you today.

Christine Nicholson has been a Navy wife for 5 years and has moved five times. She is the mother of Matthew, and if you haven't noticed, soon to be the mother of Molly. Christine and her husband, Quartermaster Chief Danny Nicholson—and Danny is here, too. Thankfully, Danny drove Christine up here. We were a little nervous about that.

They currently live in the Tidewater area of Virginia. Chief Nicholson was the Atlantic Fleet "Sailor of the Year" in 1995. The Nicholsons have experienced the same thing that most Navy families experience. At every new duty station it's a 12- to 18-month wait

for a set of quarters. If you're only there 10 months, it doesn't do you much good. They were lucky enough, I guess, to be assigned to quarters one time, and that was at Staten Island. Christine will give you that story.

She has also conversed with her current and past ombudsman, which I think as you know, Mr. Chairman, are volunteer family members who serve as liaisons between commanders of units and ships and the family members. She will include some of their information in her testimony today.

I believe each one has a written statement and we do ask that that be included in the record.

Mr. HEFLEY. Before you start, Mrs. Brosk, let me talk to Mrs. Nicolson just a second. You moved five times in five years. Can Danny not keep a job? [Laughter.]

Mrs. NICHOLSON. I'm starting to think that, sir.

Mr. HEFLEY. All right.

As you heard me indicate, I went to eight schools during my first 8 years. When I was on the Personnel Subcommittee of the Armed Services Committee, I was particularly concerned about these kind of moves for families. I know you might want to speak to that when it's your turn, a special situation probably.

I hope the military is moving away from moving people quite so much, because that really is not good for families, I don't think. I have a real concern about that.

Mrs. Brosk.

#### STATEMENT OF GAIL BROSK, ARMY SPOUSE

Mrs. BROSK. I have to agree with your last statement. The Southern Baptist in me says "Amen."

In the early fifties, when American families first started going with their soldiers to Europe, that continent was still recovering from a devastating world war. There was a severe housing shortage in Germany, and the quarters that were built for American military families were very nice compared to what some of the Germans were actually having to live in. But the standards of that day were what governed the construction of those quarters.

At that time, most Americans back home did not have garages, or home studies, or family rooms, and the three-bedroom ranch house had become the all American dream. But it wasn't the houses that we know today. It was much smaller. Around 1,200 or 1,300 square feet was normal. Carports were the thing more than garages.

The apartments built in Germany were on a par with the way people lived back home. But over the last 45 years, those standards have changed. Americans have come to expect more, and Americans got it. The living standard has risen; and the middle class, from which most of the Army draws its personnel, has much higher standards now than it did 45 years ago. However, the Army housing in Europe is still locked in a time warp based on 1953 or thereabouts.

The quarters in Heidelberg, Germany were constructed beginning in 1953. They are stairwell apartment buildings, walkup apartments, no elevators, three or four stories, and by today's standards, those apartments are very, very small.

As a family of five, just last year—in fact, we left in December—we lived in an apartment of 1,288 square feet. Two of our four bedrooms were 8 by 9 feet and 9 by 10 feet, respectively. I couldn't even put my girls' twin beds in the same room. Each room held a single bed, a chest of drawers, and a bookcase. There was not room for anything else except a tiny throw rug in the middle of the floor.

The third child's room was 10 by 13 feet, which was a comfortable size. But the master bedroom was much smaller and barely held a double bed, dresser and chest. And I mean barely. We had about a foot of walking space around the furniture.

Friends of ours with queen- or king-sized beds had some very interesting ways of putting their furniture in those places in order to make it fit. Our daughters' rooms were so small that they couldn't do anything but sleep there. They couldn't have company over, they couldn't play, they couldn't study because there was no room for a desk. They had no retreat, no place to go that was their own. When you have three kids, this is a very important thing.

The kitchen was the size of the bathroom in the house I grew up in, and my parents weren't wealthy. There was 3 feet of floor space between one side of the kitchen and the other where the cabinets hit the floor. It was very difficult for more than one person to be in that room at the same time.

There was no family room, either, so the TV, the piano, the stereo, as well as all the people, had to go in the living room, because it was the only place to go. There was no broom closet in the entire quarters; there was no coat closet.

There was no air-conditioning in these quarters. It's not common in Germany, but the summers in Heidelberg generally range in temperatures of 80 degrees nowadays. The windows had to be open all the time, letting in all the noise from the street, including the noise from a major autobahn just 200 yards or less away.

Our apartment building contained 24 families, and within 25 yards of our building there were three other buildings of the same size and same occupancy. From our windows we could see and be seen by the occupants of two other buildings. There was no escape from the sight and sounds of our neighbors, and the stress level that resulted from this high level of close proximity was very high. There was no privacy and no way to obtain any privacy. In fact, the residents of this housing area constantly referred to it as "the ghetto". I think it was a very apt name.

Our home was not a haven, nor was it a refuge. It was simply a place to store our stuff and come in out of the rain until the next move.

This type of stairwell living is not uncommon in Germany. It is the norm for Army families. It's fine for a couple just starting out, but as a family gets older and has bigger children, it is truly a hellacious experience. I have spoken to many family members who have lived in Germany that stated, unequivocally, that they hated Germany. Yet, when I questioned them more closely, what I found out was what they really hated were their living conditions.

In my experience, I found our quarters on our very first assignment and our very first tour overseas to be very comfortable. My husband, myself, and later our infant son, lived in a two-bedroom

stairwell apartment. It was fine. There were only three of us, and my son was only this big so he really didn't count that much.

But 16 years later, with three children, two of whom were teenagers, this was not the case. We lived in the same type of quarters. There were four bedrooms, but the bedrooms were smaller. But the kids were bigger. In that 16-year interval, our living standard had not gotten better; it had worsened. What was fine for us as two newlyweds was woefully inadequate for a family of five. This concept is not surprising to most of us, but the people in charge of Army housing seem to have a real difficult time grasping this.

Family members concerns have historically not been addressed. The attitude of one community commander in Heidelberg, who has since left, was "If it has a roof and indoor plumbing, it's standard housing." And this he said when a committee of residents had worked long and hard to try to apprise him of some of the problems and some possible solutions to that housing.

But as an example of what is more on the positive side and what is possible, I suggest you take a close look at the community of Vilseck, Germany. Vilseck is a small village—in fact, the Americans outnumber the Germans, I think—in Northern Bavaria on the southern edge of the Grafenwoehr training area. Several years ago this community was expanded and the new housing is the best I have ever seen in the Army. It is certainly the best I have ever been allowed to live in. The entire community is planned with the family members in mind. There are bike trails, walking paths, schools within easy walking distance for the family members. The PX, the commissary, the medical clinic, is also within easy walking distance or bicycling distance. That community is a jewel, and it was a joy to live there. And it wouldn't surprise me a bit if we gave it back to the Germans because it's so nice.

The quarters are duplexes and row houses, and they were prefabbed in the States and then shipped overseas. There have been some problems with getting spare parts. When kids send softballs through windows, they have to send back to the States to get a replacement window. I think things like this could be easily remedied by simply prefabbing them to fit German windows, so that they can get those things locally. Better insulation would also help.

We had about 1,800 square feet in those quarters, but they were a very well planned 1,800 square feet. They were well designed and there was plenty of space for everyone. There was a family room that was separate from the dining room and living room, so that the kids could watch TV and we could still have a quiet evening or have company over or whatever in a separate part of the house.

I can say without reservation that in Vilseck I had the best Army quarters I have ever had in 17 years, and I had an excellent quality of life. But then we moved back to Heidelberg.

During the drawdown, several Army housing areas were turned over to the German Government when the United States closed those installations. It is interesting to note that the German people wouldn't live in these quarters. They wouldn't have them. So the German Government used them to house refugees from Eastern Europe and elsewhere.



It does not help the morale of the American soldier to know that his family is being housed not on a par with his civilian counterparts back in the States, but on a par with penniless refugees fleeing communism, or the leftovers of communism.

Overseas housing has become as criteria by which mid-career soldiers determine whether to stay in or get out. I know several servicemembers who have decided to get out instead of putting their families through any more. One of these is a lieutenant colonel who was recently offered a battalion command in Germany. It's generally believed that a battalion command is the only way you're going to go any further in the Army if you're a lieutenant colonel. This man chose to retire because he would not put his family through another German tour. So he basically gave up his future for the sake of his family. The type of housing available and its negative impact on his quality of life played the largest part in his decision.

It does not seem unreasonable to me that a servicemember should be able to expect a quality of life equal to his civilian counterparts, particularly considering the significant investment of time and effort and sacrifice on behalf of the Nation which he and his family have made. None of us is asking for \$150,000 homes, with inground pools. But, you know, we're not going to turn it down. [Laughter.]

But we think adequate living space and properly maintained quarters is a reasonable request.

Maintenance is another big problem over there. There have been documented cases of attics full of pigeon droppings, several inches deep; mold problems on walls that they just do not fix—they paint over it.

Water problems. The water in my quarters in Heidelberg was bright gold. Yet they told me there was nothing wrong with it. But I couldn't somehow convince the housing officials to drink it.

The lead content of the water in Heidelberg was several times what the EPA recommended. We were advised, in fact, not to drink the tap water. I can't tell you how glad I was to come back to a country where I could drink water out of the tap. Thank God for America. These things happen in Europe all over, and they really do need to be corrected.

[The prepared statement of Mrs. Brosk follows:]

Statement of

**Gail Brosk**

Before the

**MILITARY INSTALLATIONS AND FACILITIES  
SUBCOMMITTEE**

of the

**NATIONAL SECURITY COMMITTEE**

of the

**U.S HOUSE OF REPRESENTATIVES**

July 30, 1996

Not for Publication  
Until Released by  
the Committee

In the early 1950's when American family members first accompanied their soldiers to Europe, that continent was still recovering from a devastating World War. There was a severe housing shortage in Germany, and the quarters built for American Military families were built to the standard of the day. Indeed, they were very nice compared to what some of the Germans were living in. And even though they were apartments, the quarters were also on a par with the way people lived "back home," where the three-bedroom ranch house had become the new American dream. At that time, most people did not have family rooms, home studies, or even garages (carports were the thing), and those homes weren't large: 1200 - 1300 square feet was considered normal.

Over the last forty-five years those standards have changed. Americans came to expect more and got it. The living standard has risen. The middle class today -- from whence most of the Army personnel is drawn - has much higher standards than it did forty-five years ago. The Army housing in Europe, however, is still largely based on those standards of the early 1950's.

The quarters in Heidelberg, Germany, were constructed beginning about 1953. They are stairwell apartment buildings - walkups - of three or four stories, and by today's standards the apartments are very small. As a family of five, we lived in an apartment of 1288 square feet. Two of our four bedrooms were 8x9 feet and 9x10 feet - not even large enough for a set of twin beds. They held a single bed, chest of drawers, and bookshelf - nothing else. The third child's room was a comfortable size - 10x13 feet, but the master bedroom was smaller, and barely held a double bed, dresser and chest. Friends of ours with queen or king size beds were in dire straits! Our daughters' rooms were so small that they could do

nothing but sleep in them; they couldn't play, couldn't study. They had no "retreat", no place to go that was their own.

The kitchen was the size of the bathroom in the house I grew up in - with only about 3 feet of space from one side to the other. ( It was very difficult for more than one person at a time to be in the room.) There was no family room, either, so the TV, stereo, piano, as well as all the people had to be in the living room because there was no place else to go.

There was no air conditioning, so windows had to be open all the time in the summer, letting in all the noise from the street - including that from a major autobahn less than two hundred yards away. Our apartment building contained twenty-four families, and within twenty-five yards there were three other buildings of equal size and occupancy. From out the windows we could see and be seen by the occupants of two other buildings. There was no escape from the sight and sounds of our neighbors, and the stress level resulting from this unrelieved close proximity was very high. There was no privacy and no way to obtain any. In fact, residents of this housing area constantly referred to it - aptly - as "the ghetto".

Our home there was not a haven or a peaceful refuge; it was simply a place to store our stuff until the next move.

This type of stairwell living is the norm for Army families in Germany, and it is fine for a young couple just starting out, but as a family gets older and children get bigger it can be a truly hellacious experience! I have spoken to many family members who stated unequivocally that they hated being in Germany. Yet when I questioned them more closely it became clear that what they really hated were their living conditions.



In my experience, I found our quarters on our first assignment and first overseas tour to be quite comfortable. My husband, myself, and later our infant son lived in a two bedroom stairwell apartment. However, sixteen years and two overseas tours later, with three children (two of whom were teenagers) this was not the case. We lived in exactly the same type of quarters (albeit four-bedroom), and our quality of life instead of improving in that sixteen year interval had in fact worsened. What was fine for two newlyweds is woefully inadequate for a family of five - a concept not surprising to most of us, but which those in charge of Army housing seem to have difficulty grasping.

As an example on the positive side of what is possible and not unreasonable, I suggest a closer look at the community of Vilseck, Germany. Vilseck is a small village in northern Bavaria on the southern edge of the Grafenwoehr Training Area. This community was expanded several years ago, and the new housing is the best Army housing I have ever seen - certainly the best I've ever been allowed to live in. The entire community seems planned with the needs of the family members in mind. It is a jewel, and it was a joy to live there.

The quarters are duplexes and row houses, "pre-fabbed" in the USA and shipped overseas. There are some problems I believe in getting "spare parts", but that could be easily remedied by using German windows and other often-replaced items. We only had about 1800 square feet, but they were well-designed, with plenty of space for everyone (including a family room totally separate from the living/dining area.) I can say without reservation that in Vilseck I had the best Army quarters I've ever had in 17 years, and had an excellent quality of life.

As for those stairwell quarters ... During the drawdown several Army housing areas were returned to the German government. It is interesting to note that the German people would not have these quarters. They would not live in them. Instead, the German government used them to house refugees from Eastern Europe and elsewhere.

It doesn't help the morale of the American soldier to know that his family is being housed not on a par with his civilian counterparts back in the USA - but on a par with penniless refugees fleeing the dregs of Communism.

Overseas housing has become one of the criteria by which mid-career soldiers determine whether to stay in or retire early. I know several servicemembers who have decided to get out rather than put their families through any more. One of these individuals is a lieutenant colonel who was offered a battalion command in Germany. He decided to retire rather than put his family through the ordeal of another German assignment. The type of housing available and its negative impact on his quality of life played a large part in his decision.

It does not seem unreasonable that a service member should be able to expect a quality of life equal to his civilian counterparts, particularly considering the significant investment of time, effort, and sacrifice on behalf of the Nation which he and his family have made. No one is asking for \$150,000 homes or in-ground pools, but adequate living space and properly maintained quarters is not too much to ask.



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National Military Family Association

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## Housing Survey

conducted by Gail Brosk  
National Military Family Association  
Representative

Heidelberg, Germany  
1995

*National Military Family Association  
Housing Survey  
- Analysis -*

*(Note: Questions marked with an asterisk (\*) are those for which respondents may choose more than one answer.)*

**1. Do you live in U. S. Government Housing?**

Overall: 88% of respondents live in government housing

Breakdown of respondents living in government housing by pay grade:

E-6 to E-8: 100%

O-1 to O-3: 66%

O-4 to O-5: 87%

O-6 and above: 100%

**2. In which housing area do you live?**

Overall: 42% of respondents live in Patrick Henry Village

39% live in Mark Twain Village

9% live in Government-leased quarters

9% live in economy private rentals

Breakdown by pay grade:

Grades E-6 to E-8: evenly divided between PHV and MTV

Grades O-1 to O-3: 33% in Government-leased quarters, 33% in PHV, and 33% in economy private rentals

Grades O-4 to O-5: 20% in PHV, 60% in MTV, 7% in Government-leased, and 13% in economy private rentals

Grades O-6 and above: 75% in PHV, 12.5% in Government-leased, and 12.5% in economy GRHP

**3. In which type of housing do you live?**

Overall: 24% of respondents live in single family dwellings

6% live in a duplex

60% live in stairwell apartments

9% live in a townhouse/rowhouse

By pay grade:

Grades E-6 to E-8: all respondents live in stairwell apartments

Grades O-1 to O-3: 1/3 of respondents live in single-family dwellings, 1/3 in stairwell apartments, and 1/3 in townhouses

Grades O-4 to O-5: 7% live in single-family dwellings, 7% in duplexes, 79% in stairwell apartments, and 7% in townhouses

Grades O-6 and above: 75% live in single-family dwellings, 12.5% in duplexes and 12.5% in townhouses

#### 4. What is the quality you like most about your quarters? \*

Overall: 47% Proximity to schools/school bus stops  
 44% Convenience to work/shopping  
 41% Location (town or neighborhood)  
 32% Being rent-free (Government quarters, leased, GRHPed)  
 26% Size \*\*  
 18% Security/feeling of safety  
 12% Privacy \*\*  
 6% Cost  
 6% Condition of quarters  
 6% Convenience to U. S. Government transportation (shuttle buses)  
 3% Convenience to German public transportation

\*\* Please note that respondents who chose size and privacy as favorable aspects of their quarters were in one of three categories: inhabitants of O-6 and above quarters, inhabitants of economy quarters (Government or private), or enlisted inhabitants of MTV.

By pay grade:

Among the enlisted respondents, proximity to schools and school bus stops was given as the most popular characteristic (62.5%). Second was the quarters being "rent-free" (37.5%), and third was size of the quarters and locations (25% each). Also mentioned as favorable qualities was convenience to shopping (12.5%), security (12.5%), and convenience to U. S. Government-provided transportation (i.e. shuttle buses) (12.5%).

At company-grade level, the respondents who lived in stairwell quarters listed convenience to work and shopping, rent-free status, and proximity to schools and school bus stops as the top three good qualities. The respondents in this pay grade who live in economy quarters (private rental or Government-leased) chose size as the number one advantage, followed by privacy and being rent-free (for Government-leased tenants). The resident of the economy private rental also mentioned having a garage and extra bedrooms and bathrooms as a favorable quality.

Among field grade respondents, the most favored aspect was convenience to work/shopping (67%), followed closely by proximity to schools and school bus stops (53%). Third was overall location (47%). (It should be noted that all those who chose location as a favorable quality lived in either MTV or on the economy). Also mentioned as favorable qualities were being rent-free (27%), security (20%), size -- mentioned by tenants of Government-leased and private rental quarters only (13%), convenience to transportation (both U. S. and German) (7%), and physical condition of quarters (mentioned by Government-leased quarters occupants) (7%).

Grades O-6 and above chose location as the primary advantage to their quarters (62.5%), with convenience to work/shopping, privacy, and size tying for second place (37.5% each). Physical condition of quarters (mentioned by both PHV and Government-leased resident) and security were the third place choices (25%). Also mentioned were rent-free cost and proximity to schools and school bus stops (12.5%).

##### 5. What is the quality you like least about your quarters?\*

Overall: 50% of respondents cited the physical condition of the quarters  
 41% cited size of the quarters  
 29% cited the lack of privacy

(Note: Physical condition of quarters was a complaint across all pay grades and ALL Government housing areas. Size and lack of privacy were cited most frequently by stairwell residents, and EVERY stairwell resident of field grade rank cited at least one of these as problems.)

Also cited: 15% poor quality neighborhood  
 8% distance from work/shopping  
 6% inconvenience to transportation (German and U. S.)  
 6% cost  
 3% distance from schools, school bus stops  
 3% lack of feeling of safety/security

##### By pay grade:

Enlisted respondents most disliked the physical condition of the quarters (62.5%), followed by the quality of the neighborhood/surroundings (50%) (cited by residents of both PHV and MTV, but overwhelmingly more frequently by PHV residents), and size of the quarters (37.5%) (again marked more frequently by PHV residents). Other unfavorable qualities mentioned were lack of privacy (25%), inadequate bedroom space (12.5%), and not feeling safe (12.5%).

Company grade respondents who lived in stairwells listed physical condition of quarters, size of quarters, and quality of neighborhood (PHV) as unfavorable qualities. Those who lived in economy quarters listed distance from schools and school bus stops, inconvenience to U. S. Government transportation, and lack of American neighbors as disadvantages.

Among field grade respondents, size of the quarters was the number one sore point (53%), closely followed by the quarters' physical condition and lack of privacy (47% each). Other qualities listed as disadvantageous were distance from work/shopping, cost and inconvenience to U. S. Government transportation (economy rental resident) location (PHV), and poor laundry facilities (each mentioned by 7% of respondents).

Respondents in grades O-6 and above disliked the physical condition of the quarters (50%), the distance from work/shopping (economy dwellers) (25%), and had concerns about the rabbit and mouse population in the quarters area (25%). Cost was listed as a disadvantage by one PHV resident, and lack of privacy was also an issue to 12.5% of respondents.

**6. Do you feel that your quarters are worth the money you pay for them or the money you give up in BAQ?**

Overall: 48% yes  
52% no

By pay grade:

Enlisted respondents were evenly divided on this question. An equal number of residents of MTV answered "yes" as "no", the same was true of PHV residents.

Company grade residents of PHV stairwells answered "no". Those residing on the economy felt they were getting good value. (There were no company grade respondents to this survey who resided in MTV.)

Among field grade respondents the answer was overwhelmingly "no" (79%), with only one stairwell resident answering "yes," along with economy residents. There were several written-in comments on this question and comments made orally when the survey was handed in, the predominant message being that these respondents feel they are being taken advantage of financially and are getting very poor value for their relinquished BAQ.

In the O-6 and above pay grades, the answers were exactly the opposite, with the overwhelming majority (87.5%) feeling their quarters are worth the BAQ or rent.

**7. If building new housing is not an option in Heidelberg, what do you suggest the Army do to improve your quality of life in the housing arena?\***

Overall: 41% Improve maintenance  
38% Renovate current quarters to provide larger living space  
35% Improve water quality  
35% Improve maintenance and upkeep in common areas  
32% Stop mixing ranks in housing; house people with their own peer group



- 32% Improve facilities in common areas (i.e. playground equipment, built-in barbeques, adequate trash receptacles, recycling islands, etc.)
- 23.5% Rebate a substantial portion of the BAQ in recognition of poor quality quarters
- 18% Give people more choice in where they live
- 12% Provide more modern kitchen appliances
- 3% Mix ranks in all housing

By pay grade:

Enlisted respondents want current quarters renovated to provide larger living space (50%) and want improvements to common areas such as playground equipment, built-in barbeques, adequate trash receptacles, recycling islands as their first choice (also 50%). Given equal weight (37.5%) in second place were suggestions to: improve maintenance, improve water quality, and give people more choice in where they live. Also suggested were to rebate a substantial portion of the BAQ in recognition of the poor quality of quarters (25%), to improve maintenance and upkeep in common areas (25%), to provide more modern kitchen appliances (12.5%), to mix ranks in housing (12.5%), and to stop mixing ranks in housing, so that people are housed with their own peer group (12.5%).

Company grade respondents wanted to renovate quarters to provide larger living space (67%), to stop mixing ranks in housing (33%), to provide more modern appliance (33%), to give people more choice where they will live (33%), and to improve common areas (33%).

Field grade respondents put renovation of quarters to provide larger living space as their first priority, along with improvement of maintenance and upkeep in common areas (47% each). Closely following in second place were the suggestions to stop mixing ranks in housing (asterisked and underlined on some papers!) and to improve maintenance of quarters (40% each). Third came the suggestion to rebate a substantial amount of BAQ to quarters residents (33%), then to improve facilities in the common areas (27%). Also on the list were suggestions to improve water quality (20%), provide more modern kitchen appliances (13%), give people more choice in where they will live (7%), and provide 110 electricity in quarters (a write-in).

O-6 and above respondents wanted maintenance of quarters improved (62.5%), and wanted an improvement in water quality (50%). Third on their list was the suggestion to stop mixing ranks in quarters (37.5%). Also mentioned were suggestions to: improve maintenance in common areas (37.5%), improve facilities in common areas (25%), rebate a portion of the BAQ (12.5%), give people more choice in where they will live (12.5%), and improve pest control (12.5%).

**8. Has your housing during this tour affected how you or your family feel about the Army?**

Overall: 12% of respondents feel it has had a positive effect  
 41% of respondents feel it has had a negative effect  
 47% of respondents feel it has had no effect

**By pay grade:**

Most enlisted respondents said it has had no effect. However, almost half (37.5%) said it had a negative effect. One respondent said the effect was positive.

Among company grade respondents, two-thirds said the effects has been negative, while the remaining third reported no effect.

Among field grade personnel, the responses were evenly divided, with half reporting no effect, and half reporting a decidedly negative effect. (One respondent - a resident of Government-leased quarters - reported a positive effect.)

O-6 and above respondents reported mostly no effect, with an even division (25% each) between positive and negative effects.

**9. How long have you been overseas this tour?**

Overall: 44% of respondents have been overseas less than one year, 23% one to two years, 12% two to three years, 18% three to five years, and 3% more than five years.

**By pay grade:**

E-6 to E-8: 12.5% less than 1 year, 25% one to two years, 25% two to three years, and 37.5% three to four years

O-1 to O-3: 1/3 less than one year, 2/3 for one to two years

O-4 to O-5: 47% less than one year, 20% for one to two years, 6.5% two to three years, and 26.5% four years or longer

O-6 and above: 75% less than one year, 25% one to three years

**10. How many times have you been stationed outside CONUS?**

Overall: For 18% of respondents, this is their first tour outside of CONUS. 35% have had one OCONUS tour prior to this one, 23.5% have had two previous tours, and another 23.5% have had three or more tours prior to this one.

**By pay grade:**

E-6 to E-8: 25% are on their first OCONUS tour, 25% have had one or two tours previously, and 50% have had three or more OCONUS tours prior to this one.

O-1 to O-3: 67% are on their second tour overseas; 33% have had three or more tours before.

O-4 to O-5: For 13% it is their first time outside of CONUS. 47% have been stationed overseas once previously, 27% twice previously, and 13% have had three or more OCONUS tours.

O-6 and above: 25% are on their first OCONUS tour, 25% are on their second, 37.5% have been overseas at least twice before, and 12.5% have had three or more overseas tours previously.

### Demographic information on survey sampling

Breakdown by pay grade:

E-1 - E-5: 0	O-1 - O-3: 9%
E-6 - E-8: 23.5%	O-4 - O-5: 44%
E-9 - E-10: 0	O-6 and above: 23.5%

(Note: WO ranks included in corresponding Officer grades for this survey)

Years of Sponsor's service:

0 - 5 years: 0	15 - 20 years: 47%
5 - 10 years: 6%	20 - 25 years: 20.5%
10 - 15 years: 20.5%	more than 25 years: 6%

Years spouse had been married to sponsor during military career:

0 - 5 years: 6%	15 - 20 years: 29%
5 - 10 years: 12%	20 - 25 years: 21%
10 - 15 years: 29%	more than 25 years: 3%
No Spouse: 0	

Survey conducted at Heidelberg Care Fair and Heidelberg Officer and Civilian Women's Club Sign Up Luncheon, August 26, and September 6, 1995.

This survey was written and conducted by Gail Brosk on behalf of the National Military Family Association.

*National Military Family Association  
Housing Survey*

1. Do you live in U. S. Government Housing?
  - a. yes
  - b. no
  
2. Do you live in:
  - a. Patrick Henry Village
  - b. Mark Twain Village
  - c. Government Leased
  - d. Economy GRHP
  - e. Economy Private Rental
  
3. Are your quarters:
  - a. single-family dwelling
  - b. duplex
  - c. stairwell apartment
  - d. townhouse/rowhouse
  - e. BOQ/BEQ room
  - f. Barracks
  - g. other (please specify) \_\_\_\_\_
  
4. What is the quality you like most about your quarters? (Circle up to three.)
  - a. convenience to work/shopping
  - b. location (town or neighborhood)
  - c. size
  - d. cost
  - e. being rent-free (if Government quarters, leased or GRHPed)
  - f. security/feeling of safety
  - g. proximity to schools/school bus stops
  - h. distance from schools/school bus stops
  - i. convenience to public (German) transportation
  - j. convenience to U. S. Government-provided transportation (i.e. shuttle buses)
  - k. privacy
  - l. physical condition of quarters
  - m. other (please specify) \_\_\_\_\_

5. What is the quality you like least about your quarters? (Circle up to three.)

- a. distance from work/shopping
- b. location (town or neighborhood)
- c. size
- d. cost
- e. quality of neighborhood/surroundings
- f. don't feel safe/secure
- g. proximity to schools/school bus stops
- h. distance from schools/school bus stops
- i. not convenient to public (German) transportation
- j. not convenient to U. S. Government-provided transportation
- k. physical condition of quarters
- l. lack of privacy
- m. other (please specify) \_\_\_\_\_

6. Do you feel that your quarters are worth the money you pay for them, or the money you give up in BAQ?

- a. yes
- b. no

7. If building new housing is not an option in Heidelberg, what do you suggest the Army do to improve your quality of life in the housing arena? (Check up to three.)

- a. Renovate current quarters to provide larger living space
- b. Mix ranks in all housing
- c. Stop mixing ranks in housing, so that people are housed with their own peer group
- d. Rebate a substantial portion of the housing allowance (BAQ) in recognition of the poor quality of the quarters
- e. Improve maintenance
- f. Improve water quality
- g. Provide more modern kitchen appliances
- h. Give people more choice in where they will live
- i. Improve maintenance and upkeep in common areas.
- j. Improve facilities in common areas (i.e. playground equipment, built-in barbecues, adequate trash receptacles, recycling islands, etc.)

8. Has your housing during this tour affected how you or your family feel about the Army?
- a. Yes, it has had a positive effect.
  - b. Yes, it has had a negative effect.
  - c. No, it has had no effect.
9. How long have you been overseas this tour?
- a. less than 1 year
  - b. 1 - 2 years
  - c. 2 - 3 years
  - d. 3 - 4 years
  - e. 4 - 5 years
  - f. More than 5 years
10. How many times have you been stationed outside of CONUS?
- a. This is my first time outside CONUS
  - b. One previous time
  - c. Twice previously
  - d. Three or more tours prior to this one
11. If you circled b., c., or d. to the previous question, where, outside of CONUS, did you have your best GOVERNMENT housing?
- 
12. What is your (or your sponsor's) rank/grade?
- a. E-1 - E-5
  - b. E-6 - E-7
  - c. E-8 or above
  - d. O-1 - O-3
  - e. O-4 - O-5
  - f. O-6 or above
  - g. Civilian
13. How many years has the sponsor been in the Army?
- a. 0 - 5 years
  - b. 5 - 10 years
  - c. 10 - 15 years
  - d. 15 - 20 years
  - e. 20 - 25 years
  - f. More than 25 years
14. How many years has the spouse been married to the sponsor during this Army career?
- a. 0 - 5 years
  - b. 5 - 10 years
  - c. 10 - 15 years
  - d. 15 - 20 years
  - e. 20 - 25 years
  - f. More than 25 years
  - g. No spouse

Mr. HEFLEY. Thank you, Mrs. Brosk.  
Mrs. Hansen.

### STATEMENT OF INGRID HANSEN, MARINE CORPS SPOUSE

Mrs. HANSEN. Dear Mr. Chairman and members of the subcommittee, I am honored to appear before you today and hopefully provide some insights on the quality of housing and how it has a direct impact on our Marine families.

As a Marine wife, I have lived in Government quarters for several years. Following my husband from one duty station to another every few years is not an easy task, especially when children are involved. When reporting to a new duty station, we have usually opted to live aboard the base when housing became available, as there is usually a waiting list.

Living on base is a benefit that many Marine families try to take advantage of. For many younger Marine families, living in Government housing is an important factor in making the family budget work, especially if they're a single-income family. Most Marines and their spouses realize that an already tight budget can find some relief by living on base.

The community support of neighbors and the network of spouses helping each other with the daily challenges of our military lives is one of the advantages of living in Government quarters.

But what happens when the living conditions in base housing are not in step with acceptable standards? What happens when we, as Marine families, don't have adequate housing available?

It has been my experience as a Marine spouse that the well-being of our families is affected by the conditions and quality of our housing. The general attitude among our Marine families is that in many cases base housing is not taken care of adequately. Many have experienced maintenance problems with their quarters that do not get resolved unless it's a bona fide emergency. Routine problems can take weeks, and even months, to get repaired. Knowing the sad reality of the situation, being told that there are no funds available to fix a problem, or that you have to wait and put your name on a list, all contribute to the frustration and result in reduced morale.

To these families, it is not just quarters. It is their home. We take great pride in taking care of the resources we are provided with, from having a beautiful garden, to making our quarters as comfortable as possible. The self-help program is designed to give Marine families access to a variety of items to aid them in enhancing their quarters and taking care of minor maintenance problems, from replacing a light bulb to fertilizer for the yard. Unfortunately, those resources are limited. When self-help runs out of an item or a product, families are forced to wait for long periods of time, usually until the next fiscal period begins.

Many of our housing areas are very old, exceeding the 30-year mark. They have many structural and maintenance problems, ranging from termites, faulty plumbing, gas leaks, lead paint, poor landscaping, collapsing walls and ceilings, broken heating and cooling units, unsafe play areas, peeling paint, and electrical hazards.

Conversely, I have seen the new housing at previous duty stations. Even though the percentage of the new housing is small



throughout the Marine Corps, its positive impact is real and cannot be overlooked.

The most significant aspect of any maintenance program is preventive maintenance. Lack of preventive maintenance will result in increased repair costs in the future.

At this time, let me share with you a few examples of problems encountered by families within the Marine community. I have pictures here for the record.

[The following information was submitted for the record:]



National Military Family Association

6000 Stevenson Avenue, Suite 304  
Alexandria, Virginia 22304  
(703) 823-NMFA  
FAX (703) 751-4857

August 5, 1996

Phil Grone  
Professional Staff Member  
Military Installations and Facilities Subcommittee  
National Security Committee  
U.S. House of Representatives  
Washington DC 20515

Dear Phil,

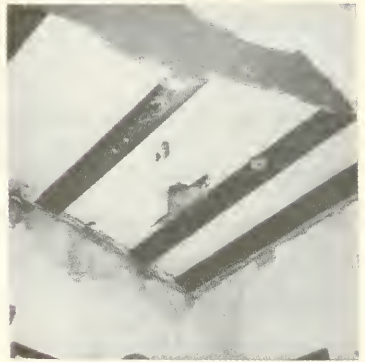
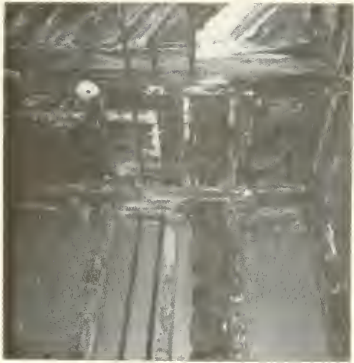
These are the photos depicting poor maintenance standards at Military Housing at Quantico Marine Corps Combat Development Command in Virginia. Please include these with the testimony from July 30.

Thank you again for the chance to testify before the committee.

Sincerely,

A handwritten signature in dark ink, appearing to read "Sydney T. Hickey". The signature is fluid and cursive.

Sydney T. Hickey  
Associate Director  
Government Relations





Mrs. HANSEN. Drainage problem caused by rain floods bedrooms and other parts of the house at least 10 times. It took 3 years to correct it.

In January, water backs up into the house. It flooded four times in 3 months. Work order is put in to replace sewer line, but work is not begun until spring.

Mice and termites. Tenant called in many work orders in a period of 3 months. Finally, tenant hires commercial pest control agent and pays out of pocket.

Rainwater leaks through roof light fixture causing a hazard. Broken water heater. Tenant had to wait many days to get it fixed because it was not considered an emergency.

At 12:30 a.m., tenant calls emergency maintenance to report flooding problem. At the same time tenant points out a crack in the ceiling in the upstairs bedroom. An emergency work order was placed for the next day, but work crews were unable to get to it. At approximately 5:30 p.m., the spouse heard cracking noise from upstairs child's bedroom where children were playing. The ceiling collapsed. She evacuates children safely. According to housing officials, collapse was due to one-eighth inch nails being used instead of the 1½ inch nails that were used when repairs were made.

In August, a Marine family returns from vacation to find ceiling in downstairs bathroom and dining room wall collapsed. Damage is so bad that tenants are asked to vacate quarters and move into another unit, where most of the windows were broken and the walls needed paint.

Self-help was out of paint until the new fiscal year, and the windows were not fixed until a year later, when the spouse was 9 months pregnant and the air-conditioning unit broke. Only then was it considered an emergency.

All these examples are based on actual conversations with Marine families, some witnessed by me, and others related to me by other members of our Marine community.

In closing, I hope that I have delivered a sense of awareness to this subcommittee regarding the need for improvement and expanding of Marine base housing. We ask only for the basics: to provide our military families with safe and adequate housing while our Marines perform their duties, comfortable with the knowledge their families are taken care of.

Thank you.

[The prepared statement of Mrs. Hansen follows:]

Statement of

**Ingrid Hansen**

Before the

**MILITARY INSTALLATIONS AND FACILITIES  
SUBCOMMITTEE**

of the

**NATIONAL SECURITY COMMITTEE**

of the

**U.S HOUSE OF REPRESENTATIVES**

July 30,1996

Not for Publication  
Until Released by  
the Committee

Ingrid Hansen

Dear Mr. Chairman and members of the the subcommittee, I am honored to appear before you today and hopefully provide some insights on the quality of housing and how it has a direct impact on our Marine families.

As a Marine wife, I have lived in government quarters for several years. Following my husband from one duty station to another every few years is not an easy task. Especially when children are involved. When reporting to new duty stations we have usually opted to live aboard the base when housing became available, as there is usually a waiting list.

Living on base is a benefit that many Marine families try to take advantage of. It's convenient, and has many facilities such as schools, commissary, Post Exchange, and much more.

For many younger Marine families, living in government housing is an important factor in making the family budget work. Especially if they are a single-income family. Most Marines and their spouses realize an already tight budget can find some relief by living on the base.

The community support of neighbors and the network of spouses helping each other with the daily challenges of our military lives is one of the advantages of living in government quarters. This principle is in keeping with the tradition of Marines "Taking care of their own."

But, what happens when the living conditions in base housing are not in step with acceptable standards? What happens when we



as Marine families don't have adequate housing available? It has been my experience as a Marine spouse, that the well-being of our families is affected by the conditions and quality of our housing. The general attitude among our Marine families is that in many cases base housing is not taken care of adequately. Many have experienced maintenance problems with their quarters that do not get resolved unless it is a bona-fide emergency. Routine problems can take weeks and even months to get repaired. Knowing the sad reality of the situation, being told there are no funds available to fix a problem...or that you have to wait and put your name on a list...all contribute to the frustration and result in reduced morale.

To these families, it's not just "quarters", it's their home. We take great pride in taking care of the resources we are provided with. From having a beautiful garden to making it as comfortable as possible. The "Self-Help Program" is designed to give Marine families access to a variety of items to aid them in enhancing their quarters and taking care of minor maintenance problems. From replacing a lightbulb to fertilizer for the yard. Unfortunately, those resources are limited...when Self-Help runs out of an item or product, families are forced to wait for long periods of time, usually until the next fiscal period begins.

Many of our housing areas are very old, exceeding the 30 year mark. They have many structural and maintenance problems, ranging from termites, faulty plumbing, gas leaks, lead paint, poor landscaping, collapsing walls and ceilings, broken heating

and cooling units, unsafe play areas, peeling paint and electrical hazards.

Conversely, I have seen new housing at previous duty stations. Even though the percentage of new housing is small throughout the Marine Corps it's positive impact is real and cannot be overlooked.

The most significant aspect of any maintenance program is preventive maintenance. Lack of preventive maintenance will result in increased repair costs in the future.

At this time let me share with you a few examples of problems encountered by families within our Marine Corps community:

- Drainage problem caused by rain run-off floods bedrooms and other parts of the house at least 10 times. It took three years to correct.

- In January, water backs up into the house 4 times in period of 3 months. Work order is put in to replace sewer line, but work is not begun until Spring. Sidewalk area is torn up becoming a hazard and causing several spills. Work not completed until June.

- Mice and Termites, Tenant called in many work orders in period of three months. Finally, tenant hires commercial pest control agent and pays out-of-pocket.

- Rain water leaks through roof light fixture causing hazard. After many phone calls, the only work that was done was paint over the rain water stains, the hazard remains...

▪ Broken water heater, tenant had to wait days because it was not considered an "emergency"...

▪ 1230am, tenant calls emergency maintenance to report a flooding problem, at the same time tenant points out a crack in the ceiling in the upstairs bedroom. An emergency workorder was placed for the next day but work crews were unable to get to it the next day. At approximately 5:30pm the spouse heard cracking noise from upstairs child's bedroom where children were playing. She evacuates children safely. According to housing officials collapse was due to the use of 1/8" nails being used instead of 1.5" nails used when repairs were made.

▪ August, a Marine family returns from vacation to find ceiling in downstairs bathroom and dining room collapsed. Damage is so bad tenants are asked to vacate quarters and move into a unit where most of the windows were broken and the walls all needed paint. Self-Help was out of paint until the new fiscal year and the windows were not fixed until a year later when the spouse was 9 months pregnant and the air conditioning unit was called in broken. Only then was it considered an emergency.

All these examples are based on actual conversations with Marine families, some witnessed by me or related to me other members of our Marine community.

In closing, I hope I have delivered a sense of awareness to this subcommittee, regarding the need for improvement and expanding of Marine base housing. We ask only for the basics, to provide our military families with safe and adequate housing

while our Marines perform their duties, comfortable with the knowledge their families are taken care of...Thank you.

Mr. HEFLEY. Thank you.  
Mrs. Nicholson.

### STATEMENT OF CHRISTINE NICHOLSON, NAVY SPOUSE

Mrs. NICHOLSON. Good afternoon, Mr. Chairman, and members of the subcommittee.

My name is Christine Nicholson and I was born in Reading, MA. My husband is a chief petty officer in the Navy, and he is also from Reading, MA. We have been married for 5 years and have a 3-year-old son named Matthew. We are expecting our second child in November.

When we were married, my husband was on shore duty in Florida. I moved to Florida, and 10 months later he received orders to Groton, CT, on the U.S.S. *Sunbird*. After 10 months on the *Sunbird*, the ship was decommissioned and we were transferred to the U.S.S. *Clifton Sprague* in Staten Island, NY. I was the Navy ombudsman on the *Sunbird* and assistant ombudsman on the U.S.S. *Clifton Sprague*.

After 11 months in Staten Island, the base was closed and the ship switched home port to Mayport, FL. After 11 months in Florida, the U.S.S. *Clifton Sprague* was decommissioned, and at the same time my husband was selected as the 1995 Atlantic Fleet "Sailor of the Year" and transferred to CINCLANT in Norfolk, VA. So, as you can see, being married to my husband, we have moved four times due to ships decommissioning, base closings, and one scheduled move.

In all cases, the moves were up and down the east coast, with a housing wait of at least a year, except for Staten Island, NY. This has forced us to rent homes in three different States, and in all cases we've had to spend \$100 to \$200 above the money that is given to us in BAQ and VHA. When you spend \$200 out of an already small paycheck to live in a safe neighborhood, it makes it hard to live above the poverty level.

The time we did live in Government housing was in Staten Island. We had a lot of problems, however. The Staten Island housing located at Arthur Kill Road were three-story townhouses, built on a garbage dump. Sometimes on a hot, windy, or rainy day, the smell would be so overwhelming that you would have to either close your windows or go inside to escape.

But before I get into all of that, when my husband and I saw the housing, we thought to ourselves "they're a bit close, but this would work." Once the movers arrived and we started to unload our household goods, we ran into our first problem. Some of our average-sized furniture wasn't making it up the stairs. After trying what seemed to be thousands of angles, we decided that our sofa would have to stay on the first level. Then we noticed that our box spring to our bedroom set wasn't fitting up the stairs, either, so we cut it in half. I needed a bed. [Laughter.]

After making the necessary adjustments with our furniture, we tried to park our minivan in the garage. It fit, but in order to get out of the van, you had to climb over the two seats and use the back door. Please keep in mind that my son was 6 months old then. So we had to park on the street, and there was no off-road parking

available, which resulted in us having to sometimes park several blocks away from our house.

The parking situation was nothing compared to the feeling the families felt when their spouses left for deployment. There was inadequate police and security patrols for this housing. For weeks straight, when my husband was deployed, or even had duty, I would sleep on the sofa on the first level, with a large recliner pushed up against the front door, while our little boy slept on the third level in his crib.

I did this for two reasons. The first was for the safety of my son, and second, being able to hear the slightest noise if there was to be a problem.

Friends and I would leave Christmas bells on our door knobs all year round. If you are on the second level, you wouldn't be able to hear a thing if someone was to come in. Your front door was the only access in and out. There was no other fire routes. Thank goodness for my family, who visited a lot, because I probably wouldn't have gotten a wink of sleep.

I can remember a day or two after Thanksgiving the night before trash day and getting a phone call from my neighbor across the way, telling me that there was a homeless man digging through my trash. Of course, that was the night my husband had duty. This man must have lived in the woods behind my housing, along with the hundreds of stolen or abandoned cars. This was another major concern for the families.

It is not like there were yards to play in or sidewalks to walk on. For the number of families that had children, there was an insufficient amount of playgrounds for them to play on. If you decided to bring your child or children to these playgrounds, you also had to bring a paper bag and towel to pick up the animal feces because there was no place to curb, walk, or exercise your animal. Because of the amount of children using the equipment of all ages, once the equipment was broken, it either never got fixed or it took forever to be replaced.

With us being there through the summer, if we wanted to stay cool with our son, we had to place his baby pool in the road in order for it to be level. And if you wanted to barbecue with your grill, you also had to put it in the road.

Ilyssa Way was the name of our street address, and it did not have a throughway, which meant that cars, trucks, delivery vans, et cetera, were constantly turning around at the end of our street. This was a hazard to our children's health.

There were no health facilities close to us. The nearest military medical facility was Bayside Hospital, and to get there on a good day took anywhere from 30 to 45 minutes.

The nearest military commissary was either across the Verrazano Bridge, which cost \$6, or you could pay \$4 and go across the Gothall Bridge toward New Jersey. Either way, you ended up having to pay to go to your nearest supermarket, other than using the supermarkets that were down by us.

The Arthur Kill Road housing was off an extremely busy road. The nearest corner store was at the end of our hill, which you had to cross, and the closest supermarket was about a 10-minute drive.

And if you were a young family just starting out without a vehicle, you had to rely on others to be able to get a gallon of milk.

Getting back to the housing itself, once the housing started to settle was when the real problems started to arise. Lumps started to appear in the kitchen floor and the linoleum started to peel. A ½-inch gap appeared from the kitchen cabinet to the kitchen wall. Nail lumps started to come through the rugs. One-and-a-half-inch gaps appeared from our stairs to the wall; and in one instance I was walking down from the second level to the first and half of the railing came out of the wall.

Trying to get these repairs done from housing was a time-consuming chore. I can recall being outside with my son and my neighbor when the fire marshall came walking down the street. We started to talk, and he said to me that these houses were built so fast that they were a fire hazard, and if one unit caught fire, then they would all go. He also said it would be very hard for the fire equipment to get up the narrow streets. This has stuck in my mind every time I think of Staten Island.

Although this sounds like a negative presentation, if we ever did have the opportunity to move into housing, we wouldn't pass it up only because of the friends and support you receive. Unless you're a military spouse and your husband or wife is deployed for 6 months at a time, the comradery that the families have is very hard to find in the civilian community. Like I just said, this might sound negative, but it's just that important issues might be overlooked.

When you take into account our disposable income, BAQ and VHA, then take a look at how much it costs to raise a family in a nice, safe home, you will see that this could create a financial burden on any family.

On a personal note, I would just like to say thank you to Chairman Hefley and the committee for this opportunity to speak.

[The prepared statement of Mrs. Nicholson follows:]



Statement of

**Christine Nicholson**

Before the

**MILITARY INSTALLATIONS AND FACILITIES  
SUBCOMMITTEE**

of the

**NATIONAL SECURITY COMMITTEE**

of the

**U.S HOUSE OF REPRESENTATIVES**

July 30, 1996

Not for Publication  
Until Released by  
the Committee

My name is Christine D. Nicholson and I was born in Reading MASS. My husband is a Chief Petty Officer in the Navy and he is also from Reading MASS. WE have been married for five years and we have one 3 year old son Matthew and we are expecting our second child in November. When we were married my husband was on shore duty in Florida. I moved to Florida and 10 months later he received orders to Groton CT. on the USS Sunbird. After 10 months the Sunbird was decommissioned and we were transferred to the USS Clifton Sprague in Staten Island NY. I was the Navy Ombudsman on the Sunbird and assistant Ombudsman on the USS Clifton Sprague. After 11 months in Staten Island the base was closed and the ship switched homeports to Mayport FL. After 11 months in Florida the USS Clifton Sprague was decommissioned and at the same time my husband was selected as the Atlantic Fleet Sailor of the Year and transferred to CINCLANTFLT in Norfolk VA. So you can see that since being married to my husband we have moved four times due to ships decommissioning, base closing, and one scheduled move. In all cases the moves were cross country and with the exception of Staten Island, NY there was a waiting list of over one year to get into housing. This forced us to rent a house in three different states and in all cases we had to spend \$100.00-200.00 dollars above the money given to us in BAQ and VHA. When you have to spend \$200.00 out of an already small pay check to live in a safe neighborhood it makes it hard to live above the poverty level. The time we did live in government housing in Staten Island, NY we had a lot of problems, however , if the waiting lists were shorter and a government house became available we would move back in.

Staten Island housing located at Arthur Kill Road were three story townhouses, built on a garbage dump site. Sometimes on a hot, windy or rainy day the smell would be so overwhelming the you would either have to close your windows or go inside to escape.

But, before I get into all of that, when my husband and I heard about and saw the townhouses we said to ourselves "they're a bit close but look real nice, well once the movers arrived and we started to unload our household goods we ran into our first problem. Some of our furniture wasn't fitting up the stairs . After trying what seemed like thousands of angles we decided that our sofa would have to stay on the first level. Then we noticed that our box spring to our bedroom set wasn't fitting up the stairs either so we cut that in half.

After making the necessary adjustments with our furniture, we tried to park our mini van into our garage. It fit but in order to get out of the van you had to climb over two seats and use the back door, please keep in mind that our son, Matthew, was six months old then. So we had to park on the street, there was no "off road" parking available, which resulted in us having to sometimes park several blocks from our house.

The parking situation was nothing compared to the feeling the families felt when their spouses left for deployment. There was inadequate police/security patrols for this housing. For weeks straight, when my husband was deployed or even had duty, I would sleep on the sofa on the first level, with a large recliner pushed up against the front door, while our little boy slept on the third level in his crib. I did this for two reasons; one was SAFETY for my son and two being able to hear the slightest noise if there was to be a problem. Friends and I would leave our Xmas bells on our door knobs all year round. If you were on the second level you wouldn't be able to hear a thing if someone was to come in. Thanks goodness for my family, who visited a lot, or I wouldn't have gotten a wink of sleep. I can remember a day or two after Thanksgiving the night before trash day and getting a call from my neighbor across the way telling me that there was a homeless man digging through my trash, of course that night my husband had duty. This man must have lived in the woods behind housing along with the hundreds of stolen or abandon cars. This was another major concern for the families.

It's not like there were yards to play in, or sidewalks to walk on. For the number of families that had children there was an insufficient amount of playgrounds for them to play on. If you decided to bring your child or children to these "playgrounds" you also had to bring a paper bag and towel to pick up the animal feces. There was no place to curb, walk or exercise your animals. Because of the amount of children (of all ages) using the equipment once it was broken it either never got fixed or it took forever to be replaced.

With us being there through the summer if we wanted to stay cool, with our son, we had to place his baby pool in the road in order for it to be level. And if you wanted to barbecue with your grill, you also had to put it in the road. Ilyssa Way was the name of our street address and it was not a through way which meant that cars, trucks, delivery van ect. were constantly turning around at the end of our street. This was a hazard to the children's health.

There was no health facility close to us. The nearest military medical facility was Bayside hospital and to get there on a good day took you anywhere from thirty to forty-five minutes.

The area that Arthur Kill Road housing was in was off a extremely busy road. The nearest corner store was at the end of our hill and the closest supermarket was about a ten minute drive and if you were a young family without a vehicle you would have to rely on others to be able to get a gallon of milk.

The nearest military commissary was either across the Verrazzano bridge which cost six dollars or you could pay four dollars and go across the Gothal bridge either way you ended up paying unless you used the supermarkets near your home with didn't usually take military I.D.'s or out of state licenses.

Getting back to the housing itself. Once it started to settle was when the real problems started to arrive. Lumps started to appear in our kitchen floors, the linoleum started to peel, a 1/2 inch gap appeared from our kitchen cabinet and wall. Nail lumps started to come through our rugs, 1 1/2 inch gap appeared from our stairs to the wall, and in one instant I was walking down from the second level holding onto the railing when half of it came off the wall. Trying to get these repairs done from housing were a time consuming chore. I can recall being outside with my son and a neighbor when the Fire Marshall came walking down the street, we started to talk and he said to me "These houses were built so fast that they were fire hazards, if one unit caught fire when they would all go." He also said it would be very hard to get the fire equipment up the narrow streets. This has stuck in my mind every time I think of Staten Island.

Although this sounds like a negative presentation, if we ever did have the opportunity to move into housing we wouldn't pass it up only because of the friends and support you receive. Unless you are a military spouse whose husband or wife leave six months at a time, the comraderie that the families have is very hard to find in the civilian community. Like I just said, this might sound negative, it's just that important things might be getting overlooked.

On a personal note, I would like to say thank you to you, Chairman Hefley, and the committee for this opportunity to speak.

Although I haven't had the personal experience in any other military housing I am aware of the conditions in housing in Groton-New London and the Hampton Roads area.

Groton housing for the most part is well kept. Families do not have fenced in yards unless they put one up at their own expense. Security was not seen often off base driving through housing, unless they were specifically called out for a problem. Snow removal in certain neighborhoods was not done very well, which caused residents to not only shovel their driveways but also their street. The waiting list in that area is reasonable, only about two to three months.

As for the housing in the Hampton roads area there are too many families and not enough housing. The waiting list is extremely long, especially when there are families waiting two years for substandard housing. A lot of work has been done to restore and rebuild housing in the Hampton Roads area, but instead of just tearing down and rebuilding maybe some extra property could be acquired to build more houses. Over all the housing in the Hampton Roads area is nicely kept and well patrolled by military police which make families feel safe.

Mr. HEFLEY. Thank you very much. You have certainly encouraged me to join the military and— [Laughter.]

Mrs. NICHOLSON. And join the Navy. It's an adventure.

Mr. HEFLEY. I'm so depressed, I'm going to go somewhere and cry.

It was excellent testimony, just excellent testimony of the real life experiences that you've had there. I have a bunch of questions, but I'm not sure I even want to ask them, you've been so articulate.

I will defer to Mr. Abercrombie.

Mr. ABERCROMBIE. I'll take the blame.

I was just thinking, Mrs. Nicholson, as you were making your very graphic deposition, that I probably would have to confess to Mr. Hefley that this housing was built under the Democrats. But, by the same token, Staten Island is where Miss Molinari is from, so I'm going to shift some of the blame to her, too, and make it bipartisan. [Laughter.]

I am going to project from your description and the other descriptions—and I have had the opportunity, if you can call it that, Mrs. Brosk, to see some of the housing in Europe and in Germany. But being from Hawaii, I have had to deal with—and I know Mrs. Hansen has had some experience there. We have tried very hard on this committee in the last 6 years to focus on family housing, with some degree of success, at least where Hawaii is concerned.

I wondered if you could give us your experience in Hawaii. Did you have an opportunity to be in some of the old family housing and the new family housing, or did you have a chance to observe or talk with people who had that experience?

Mrs. HANSEN. I experienced the old housing.

Mr. ABERCROMBIE. Was this at Kaneohe?

Mrs. HANSEN. Yes, the old staff housing. A lot of my testimony reflects, you know, how the spouses and military families feel about all the housing that is old within the Marine Corps.

I hear wonderful things about the new housing in Kaneohe. It is encouraging to know that. I know if my husband was to get orders to Hawaii, I would be excited to go because of the new housing, especially with the cost of living there. It's really high.

Mr. ABERCROMBIE. So you would all agree, I take it, that probably the best course on family housing is to destroy this other housing and build new housing rather than pour money. Am I drawing the right conclusion there? Most of your experience would reflect the idea that rehabilitation is probably more costly than starting over again.

Mrs. HICKEY. I think, Mr. Abercrombie, if you look at the fact that the average age of military housing is over 35 years, and we have quite a bit of it that's 50 years old, and maintenance has not been done over those ensuing years since it was originally constructed, there are two problems.

One is simply the cost of doing the maintenance that should have been done 10, 20 or 30 years ago. The other part is it is housing built to the standards of the 1940's and 1950's. We don't ask other people to live in those houses today, so why should we ask our military families to do so?

Mr. ABERCROMBIE. Those standards, that takes me to another issue, although this did not come up directly in your testimony.



The other thing that this subcommittee in particular has pursued is renew or to build new barracks, because we don't want to neglect the single servicemember, either. In Hawaii, for example, at Kaneohe, in great measure as a result of Mr. Hefley's work, barracks will be built there. And we're trying to renew the barracks at Schofield. We have this as a high priority on the agenda.

I think it was Mrs. Brosk that mentioned the question of retention, people being retained. One of the points we have tried to stress in this committee, I can assure you on a bipartisan basis, with Mr. Hefley's leadership, has been that we need family housing because the character of the armed services has changed dramatically from the 1940's, talking really World War II, the standards then, because there were mostly single people in the services then.

I've had enough experience on this committee to have had the opportunity to meet General Gray before he retired as Commandant of the Marine Corps; and when General Gray was coming up through the Marines, he had to get the permission of his commanding officer to get married. If I remember correctly, I think he had to get permission to date anybody before, let alone get married.

Is it your experience that the family context is one that is the norm and will be the norm for those who intend to make the military their life's work? Is that a fair statement?

Mrs. BROSK. I believe so, yes.

Mr. ABERCROMBIE. So even those who are single now in the services are likely to have families, get married and have families; would you say that's true, also? Is that likely?

Mrs. BROSK. In my experience it is. In fact, in recent years we have noticed that more and more soldiers that are coming in at 18 or 19 years old already are married and may even have an infant child at that point, whereas even 10 years ago that didn't happen. They've been coming in single and getting married later.

Mr. ABERCROMBIE. Would you say it is likely that if approximately two-thirds of members of the armed services are now married—and I think that's the correct figure—that that figure will rise over the next decade or two, particularly for those who stay in the service?

Mrs. BROSK. I would say definitely for those who stay in the service.

Mr. ABERCROMBIE. So the single member of the armed services will be the exception rather than the rule for the foreseeable future and, in fact, will probably—go ahead. I'm asking this in general.

Mrs. HICKEY. Let me take that one, Gail.

I think we've got to be careful when we make—before our Marine Corps friends shoot me—generalized statements. The Marine Corps has, in general, said that approximately two-thirds of its force will always be first termers, always be young. I would suggest that that force probably will not have the percent of marrieds that the others do.

On the other hand, the Army last year, almost 17 percent of its new recruits had family members. I mean, that's astounding, that that number is coming in with a family member.

Mr. ABERCROMBIE. I appreciate that distinction, and I should have made it myself. I realize that in some segments of the services



there is bound to be greater proportions of single persons as opposed to married persons with families and with children.

But on the whole, when you're talking about retention, people who are going to stay in the services, even in the Marine Corps and other highly specialized, dangerous professional niches within the various services, and those which require people to spend a great deal of time away from even where they're stationed for residence purposes, even they will have families if they're going to stay in for 20 and 30 years. I think that's a reasonable statement.

When you think of the next quarter century, would that be your guess, as people who have been through this experience and reflect on it?

Mrs. BROSKE. Based on my observations, yes.

Mr. ABERCROMBIE. The reason I'm asking these questions—they may seem rather elementary to you, but we want them on the record because we're trying to establish a base.

Is it your observation that housing, whether it's rehabilitated or new, and by extension, maintenance of housing that exists does not receive a high priority when it comes to budgetary considerations?

Mrs. BROSKE. In the Army, I would say that's absolutely true. From what I have heard today, it seems to be true in the other services as well.

Mr. ABERCROMBIE. It's been my experience on the committee—and I don't know as there's any reporters in here, because maybe this isn't as exciting as a murder or something else that they can sensationalize—but it has been my experience and my observation that high priority items that have billions of dollars attached to them get into the budget, and then when it comes to quality of life issues, members of the Armed Services Committee in the Senate, or the National Security Committee here, are expected to add it on. Then newspapers and pundits have a field day calling it "pork barrel" spending.

Now, I know the answer to this from your side, but I want it on the record because you have to go through it. It's one thing for Mr. Hefley or myself to say it, but I presume you do not consider quality of life issues where housing is concerned to be a pork barrel issue or a low priority item.

Mrs. BROSKE. I would definitely not consider them low priority. Sometimes it seems that people who earmark this money have a different set of priorities than the people living in quarters do. We have had some things come along. For instance, when roofs need fixing, to plant flowers is nice, but you would really rather have your roof fixed.

Mrs. HICKEY. Mr. Abercrombie, having visited your lovely State, but also having been in the deplorable, older Navy quarters, I would suggest it's going to be a long time before anybody could accuse you of pork if you're building family housing in Hawaii.

Mr. ABERCROMBIE. I appreciate that. But you would be amazed. That's exactly what has been stated at different times.

We do have to vote, Mr. Chairman, and I want to conclude by saying, at least as far as this member is concerned—and I certainly can't speak for Mr. Hefley, but I can observe from the record he has established since becoming chairman—we do not consider family housing, and family housing in terms of the maintenance budg-

et, a low priority. It's the highest priority for this committee. We have put I guess what are called "add ons", but I prefer to think of it as add ins rather than ons. We are certainly going to encourage the Administration, through the budgetary process, and the Pentagon to raise this to a much higher level, if only out of self-defense in terms of assuring long-term retention of professional personnel and their spouses in the armed services.

Thank you, Mr. Chairman.

Mr. HEFLEY. Thank you, Mr. Abercrombie.

Mrs. Fowler?

Mrs. FOWLER. Thank you, Mr. Chairman.

I want to thank you all for your testimony. It really was moving. I represent Mayport and I saw, Mrs. Hansen, you had been there at one time. I want you to know the chairman has been very supportive, both in the bill this year and last year. We have gotten major dollars to both provide new housing and to renovate housing at Mayport. So, if you get there again, hopefully you're going to see some of the direct impact of it, because there is a great need out there.

As Mr. Abercrombie was saying, Chairman Hefley has led the way of this subcommittee, and we know there's a problem with family housing, and we're going to do what we can within the budget that we're given to work with to provide for that, because you're providing a service to us and we need to make sure that you're housed adequately and safely. We're not doing that right now, but certainly the subcommittee, under Mr. Hefley's leadership, has been working to—I like your word "add ins", because I think that's a lot better, Mr. Abercrombie. Unfortunately, there are some out there who think we shouldn't be providing this.

I was recently at the European Command and had a briefing at Stuttgart. One of the main things they talked about, Mrs. Brosk, was the need in the area of family housing. I know the Chairman has worked closely with them and is working on getting some things in the bill to provide more housing in Germany.

I was at Mildenhall and saw first hand the enlisted housing there. It's 900 square feet for families of four that's been there forever, that was absolutely worse than any public housing project I have been in. So I think we've got problems both here and overseas. Unfortunately, overseas, it's out of sight, out of mind often. It's not in somebody's district to be an advocate for. I am pleased that the chairman has taken on and is trying to provide for some of those facilities over there.

Just know that it is a concern of this subcommittee and we appreciate all that you do to provide the support that you provide to our members of the armed services, and we're going to try to keep helping you in any way we can.

Thank you for being with us today.

Mr. HEFLEY. I think you recognize that you have come to a sympathetic audience when you come before this committee. We are convinced, although I think never more so than today. We've had testimony from the top reaches of the Pentagon, all up and down the scale, but I don't think we've ever had more compelling testimony than you have presented to us today. I think the committee would agree with that.

If this committee has its way, the situations you have described are going to change, and they're going to change as rapidly as we can possibly make them change. It is unconscionable for us to let our military families live in the kinds of situations that you have just described. I can't tell you how much we appreciate your testimony.

I'm sorry that more of our committee is not here. I'm going to do everything I can to get them to read your testimony, because they need to hear what you're saying.

One quick question—and that was our second bell, so we are going to have to go. In the day care area, the child development center area, there seems to be a move in some branches of the service to have more in-home day care and more contracted out day care and less building of day care facilities with MILCON dollars or other dollars.

What is your response to that trend? Do you have just a quick answer to that?

Mrs. HICKEY. Certainly we have always been supportive of the—and I think the ladies will agree with me—of the in-home child care, because it does provide help when somebody has to work shift work and you can leave the child overnight.

However, we don't believe that either contracting out or the in-home child care is the answer to not building child development centers. I mean, if you have a need for spaces, you have a need for spaces. Are we going to assume that military spouses are going to want to do in-home child care for the rest of their lives? That's the only way you're going to have in-home child care, is to have military spouses do it.

Maybe with the raise in the minimum wage, some of them won't be doing it any more.

So we believe there needs to be a proper mix, but that there is no reason to stop building the centers themselves.

Mr. HEFLEY. Thank you very much.

With that, we will adjourn the committee. We may call on you to come back at some point, but thank you very much for your testimony.

[Whereupon, at 3:50 p.m., the subcommittee was adjourned.]

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